



INTERNATIONAL PROGRAMME ON THE  
ELIMINATION OF CHILD LABOUR  
ILO/IPEC

## **Expanded Final Evaluation**

**COMBATING THE WORST FORMS OF CHILD LABOUR  
IN THE DOMINICAN REPUBLIC  
SUPPORTING THE TIME-BOUND PROGRAMME FOR THE ELIMINATION OF  
THE WORST FORMS OF CHILD LABOUR IN THE DOMINICAN REPUBLIC**

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<b>EXECUTIVE SUMMARY.....</b>	<b>VI</b>
<b>1 INTRODUCTION .....</b>	<b>1</b>
1.1 Context of the Evaluation.....	1
1.2 Purpose of the Evaluation .....	1
1.3 Scope of the Evaluation .....	2
1.4 Methodology of the Evaluation .....	2
1.4.1 The Final Evaluation.....	2
1.4.2 Impact Studies of Target Groups.....	3
1.4.3 The Evaluation Criteria.....	3
<b>2 BACKGROUND REPORT .....</b>	<b>4</b>
2.1 History of IPEC Activities in the Dominican Republic prior to the TBP .....	4
2.2 The TBP Process. Political Commitment of the Dominican Government .....	5
<b>3 THE DESIGN OF THE PROJECT OF SUPPORT .....</b>	<b>6</b>
3.1 Strategic Planning-Incorporating Elements to Support the TBP .....	6
3.1.1 Two Level Approach .....	6
3.1.2 National Appropriation .....	6
3.1.3 Mainstreaming into National Policies.....	7
3.1.4 Multi stakeholder participation.....	7
3.1.5 Knowledge Base.....	7
3.2 Strategic Planning-Defining a Theory of Change.....	8
3.2.1 The Preparatory Project.....	8
3.2.2 The TBP Project .....	8
3.2.3 The Trafficking/Smuggling Amendment .....	10
3.3 Strategic Planning-Defining Operational Aspects.....	11
3.3.1 The National ILO-IPEC Office.....	11
3.3.2 Time and Financial Considerations .....	11
3.4 Main Points-Design of the Project of Support.....	12
<b>4 THE IMPLEMENTATION OF THE PROJECT OF SUPPORT .....</b>	<b>13</b>
4.1 Information Development and Monitoring.....	13
4.1.1 Information.....	13
4.1.2 Monitoring.....	14
4.2 Policy Development and Legislative Review .....	17
4.2.1 Legislative Review.....	17
4.2.2 Policy Development.....	20
4.3 Awareness Raising and Social Mobilization .....	23
4.3.1 Awareness Raising.....	23
4.3.2 Social Mobilization .....	26
4.4 The Enabling Environment.....	28
4.5 Main Points-The Implementation of the Project of Support.....	31
<b>5 THE ACTION PROGRAMS.....</b>	<b>32</b>
5.1 The Components of the Action Programs .....	32
5.1.1 Educational Activities .....	33
5.1.2 Income Generation Activities.....	34
5.2 Results from the ISTGs.....	35
5.2.1 Sample Population.....	35
5.2.2 Perceptions from Beneficiaries of Services .....	35
5.2.3 Changing Trends.....	36
5.3 Main Points-Action Programs.....	39

<b>6</b>	<b>EVALUATING THE IMPLEMENTATION OF THE PROJECT OF SUPPORT....</b>	<b>40</b>
6.1	The Preparatory Project .....	40
6.1.1	Greater Understanding of the WFCL .....	40
6.1.2	Strengthened Capacities of Institutions .....	40
6.1.3	Development of a National Strategic Plan .....	41
6.1.4	The WFCL Eliminated in Constanza .....	41
6.1.5	Commitment to Prevent and Eliminate CSEC by Public and Private Sector Institutions .....	42
6.1.6	Implementation of a Pilot CLMS in Constanza .....	42
6.2	The TBP Project.....	43
6.2.1	Awareness of Children's Rights and the Negative Consequences of CL .....	43
6.2.2	Production and Update of Information on Children involved in the WFCL .....	44
6.2.3	Institutions Capable of Enforcing the Law and Implementing Programs and Policies.....	44
6.2.4	Children Withdrawn/Prevented from Entering Hazardous and Exploitative Forms of CL.....	45
<b>7</b>	<b>LESSONS LEARNED, GOOD PRACTICES AND SUSTAINABILITY .....</b>	<b>46</b>
7.1	Lessons Learned .....	46
7.2	Good Practices .....	46
7.3	Sustainability.....	48
7.3.1	Positive Signals for Sustainability.....	48
7.3.2	Risks to Sustainability.....	49
<b>8</b>	<b>RECOMMENDATIONS.....</b>	<b>51</b>
<b>ANNEXES.....</b>		<b>55</b>
Annex 1 Terms of Reference International Consultant and Team Leader.....		56
Annex 2 Personal and Group Interviews Carried out by the Evaluation Team . <b>Error! Bookmark not defined.</b>		
Annex 3 Objective Tree TBP Project.....		71
Annex 4 Objective Tree Trafficking/Smuggling Amendment .....		72
Annex 5 The Objectives and Indicators of Success .....		73
Annex 6 The Action Programmes.....		75
Annex 7 Summary of the Methodology of the Impact Studies of Target Groups .....		76
Annex 8 Agenda of Stakeholder Workshop .....		<b>Error! Bookmark not defined.</b>
Annex 9 Institutions Participating in the Formulation of the NSP. March-July 2005 .....		79
Annex 10 Tables form the Impact Studies of Target Groups .....		80
Annex 11 Bibliography.....		86

### **NOTE ON THE EVALUATION**

This Expanded Final Evaluation was coordinated by the Design Evaluation and Documentation (DED) section of IPEC. DED guarantees the independence of the evaluation process.

The Evaluation was carried out by Claudia Ibarguen as the international consultant and Roberto González as the national consultant.

The field work was carried out between 11-15<sup>th</sup> September and October 30<sup>th</sup>-November 10<sup>th</sup> 2006. The opinions and recommendations included in this report correspond solely to the evaluation team and do not compromise ILO-IPEC or other organizations involved in the project.

This evaluation was funded by the United States Department of Labor (USDOL). The evaluation does not necessarily reflect the opinions or policies of USDOL and any mention of trademarks or organizations does not imply support on the part of the United States government.

## Acronyms

AGO	Attorney General's Office
ALEPH	Agencia Latinoamericana de Expertos en Planificación
AP	Action Program
BAGRICOLA	Agriculture Bank
	Banco Agrícola
CAL	Local Support Committee-
	Comité de Apoyo Local
CL	Child Labor
CLMS	Child Labor Monitoring System
CLU	Child Labor Unit
CNUS	National Committee of Labor Unions
	Consejo Nacional de la Unidad Sindical
CONANI	National Council on Children-
	Consejo Nacional para la Niñez.
CSEC	Commercial Sexual Exploitation of Children
CTA	Chief Technical Advisor
DED	Design Evaluation and Documentation
DIGFARCIN	Shelters and Residences for Children and Adolescents. Office of the Armed Forces
	- Dirección General de las Fuerzas Armadas de Albergues y Residencias para la
	Reeducación Ciudadana de Niños, Niñas y Adolescentes
DR	Dominican Republic
EI	Education Initiative
ENTI	National Survey on Child Labor
	Encuesta Nacional de Trabajo Infantil
EPC	Spaces to Grow
	Espacios para Crecer
FGD	Focus Group Discussion
ICCSEC	Inter-institutional Commission against Commercial Sexual Exploitation of
	Children
IDEFA	Institute for the Family
	Instituto de la Familia
ILO	International Labour Organisation
IA	Implementing Agency
IGA	Income Generating Activities
INFOTEP	Technical and Professional Formation Institute
	Instituto de Formación Técnica y Profesional
IOM	International Organization for Migration
IPEC	International Program for the Elimination of Child Labour
ISTG	Impact Studies of Target Groups
KAP	Knowledge Attitudes and Behavior
	Conocimiento, Actitudes y Comportamiento
NGO	Non-Governmental Organization
NSP	National Strategic Plan for the Eradication of the WFCL in the Dominican
	Republic 2006-2016
	Plan Estratégico Nacional para la Erradicación de las Peores Formas de Trabajo
	Infantil en la República Dominicana 2006-2016
ONAPLAN	National Office for Planification
	Oficina Nacional de Planificación
ONE	National Office of Statistics
	Oficina Nacional de Estadísticas
POLITUR	Tourist Police
	Policía Turística
PUCMM	Pontificia Universidad Católica Madre Maestra
REDTI	Network of Child Labor
	Red de Trabajo Infantil

SCP	Specialized Children's Police
SEA	Ministry of Agriculture- Secretaria de Estado de Agricultura
SEE	Ministry of Education Secretaria de Estado de Educación
SESPAS	Ministry of Public Health and Social Assistance Secretaría de Estado de Salud Pública y Asistencia Social
SET	Ministry of Labor Secretaria de Estado del Trabajo.
SIMPOC	Statistics Information and Monitoring Programme on Child Labour
SINAMOTI	National Child Labor Monitoring System Sistema Nacional de Monitoreo de Trabajo Infantil
SPIF	Strategic Programme Impact Framework
TBP	Time Bound Program
UIW	Urban Informal Work
UNIBE	Universidad Iberoamericana
UNICEF	United Nations Children Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

## Executive Summary

The final evaluation of the ILO-IPEC TBP Project of Support in the Dominican Republic included two interrelated elements: an assessment of the national level components and an Impact Study of Target Groups (ISTG) which reviewed five direct interventions supported by the Project.

The entire Time Bound Program Project of Support was funded by the United States Department of Labor (USDOL). It was composed of three Projects with separate budgets:

- “The Preparatory Activities for the Elimination of the Worst Forms of Child Labor in the Dominican Republic” (Preparatory Activities) which ran from September 2001 to September 2004.
- “Combating the Worst Forms of Child Labor in the Dominican Republic-Supporting the Time Bound Program for the Elimination of the Worst Forms of Child Labor in the Dominican Republic” (The TBP Project). This was the largest Project of the three. It began in September 2002 and concluded in December 2006.
- “The Trafficking/Smuggling Amendment to Supporting the TBP for the Elimination of the Worst Forms of Child Labor in the Dominican Republic” (the Trafficking/Smuggling Amendment). Its period of execution was from September 2004 to July 2006.

To assess the overall performance and execution of the Project, the evaluating team began with a desk review of relevant documents, brochures and studies. During a period of three weeks the team conducted twenty one individual interviews and five group interviews. These included people from the Dominican government, NGOs, universities, labor unions, implementing agencies, international institutions and the US Embassy. The entire staff of ILO-IPEC DR was also interviewed. The ILO-IPEC office helped the team make the necessary contacts and provided all the needed documents. The evaluation was complemented with a field visit to two communities in San Francisco de Macorís and a final stakeholder workshop held on November 8<sup>th</sup> 2006 in Santo Domingo.

The Expanded Final Evaluation analyzed the design process, the implementation of the national-level components (the upstream elements), and the Action Programs (the downstream elements). It reviewed the achievement of the Project in the light of five evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability). It assessed the lessons learned and good practices and offered a set of final recommendations.

In 1997 the Dominican government signed a Memorandum of Understanding with ILO-IPEC. By decree, the Executive power constituted, also in 1997, the National Steering Committee presided by the Ministry of Labor (SET). The decree determined that the Steering Committee was to be permanently advised by representatives of the ILO and UNICEF. In 1999 the Dominican Republic ratified ILO Convention No.138 on the minimum age of work and in November 2000 Convention 182 on the Worst Forms of Child Labor.

The Inter-institutional Commission to Prevent and Eliminate Commercial Sexual Exploitation in Tourist Areas was formed in 1996. In April 2001, the government declared the fight against Commercial Sexual Exploitation of Children (CSEC) a high priority. A “National Plan against Commercial Sexual Exploitation” was adopted with the participation of business and labor unions.

The Preparatory Project included many of the elements needed for a Project supporting a TBP process such as national appropriation, broadening the information available, and working simultaneously on the upstream and downstream elements. The design, however, was not realistic in expecting the Preparatory Project to conclude a community child labor monitoring system and a National Strategic Plan. Both initiatives require lengthy negotiations with many actors. Related to this, the design did not predict delays due to the Dominican presidential elections.

The TBP Project and the trafficking/smuggling amendment were characterized by wide consultation and a consensus on objectives. The rationale of the TBP Project followed a logical progression from activities to outputs to objectives. It also focused on those aspects where the Project could have more influence. A weakness of the design was that some of the outputs needed to reach Project objectives were set outside the

control of the Project. Similarly, some indicators relied for their verification on information from a national child labor monitoring system (SINAMOTI), which was not yet operational in November 2006.

In relation to the execution of the Project of Support by the ILO-IPEC office, the staff was rated highly both as individuals and as a team. However, the size of the team was deemed inadequate in relation to the amount of work. For the first two years of implementation, delays in disbursing funds to implementing agencies for the execution of Action Programs (APs) produced problems. This was improved considerably when decisions and financial control was transferred to the office in Santo Domingo.

The Project implemented most of the planned activities and accomplished the majority of outputs of the Preparatory Project and the TBP Project. An objective that was not achieved was the execution of a national child labor monitoring system (SINAMOTI). In general terms, the results of the trafficking/smuggling amendment were less successful. This can be traced, at least partly, to political/historical factors of the relationship between the Dominican Republic and Haiti.

The Project of Support made great strides in contributing to the body of knowledge on child labor in the Dominican Republic. The study on CSEC and Urban Informal Work (UIW) offered insight on two sectors that are particularly difficult to research. The support of the project in the mapping helped national authorities compile a listing of hazardous activities in accordance with C. 182. The SINAMOTI was not achieved but pilots were conducted in three regions. According to the Child Labor Unit (CLU) at the Ministry of Labor, the lessons and experiences from Constanza, Azua and San Francisco de Macoris (the three regions where the pilots were implemented) will be used to scale up nationwide in the near future.

The Project sponsored a comprehensive review of Dominican legislation relating to children and child labor. It offered concrete recommendations for changes to the Labor Code, the Children's Code (Law 136-03) and the Penal Code. The Project also funded an examination of the Law on the Illicit Smuggling of Migrants and Trafficking of Persons (Law 137-03). The suggestions have been well received by the law community. The Project has supported information campaigns in Congress to have the changes and additions in legislation formally enacted.

The training and capacity building of legal operators such as the Police resulted in positive changes in the treatment of children and adolescents. The Project provided free and accessible legal counsel through its relationship with the Law Department of the Universidad Iberoamericana (UNIBE) to minors who were victims of sex offences. Together with a strong commitment on the part of the Attorney General's Office, jail sentences were achieved for perpetrators in Boca Chica. This has established a powerful precedent that Dominican courts will persecute such crimes.

The Project was instrumental in achieving the National Strategic Plan in the fight against the WFCL (NSP). It financed the facilitation and moved forward the process despite the delays resulting from presidential elections and the change in Administration. There was consensus that the NSP process was very participatory and therefore national organizations feel ownership of the Plan. It includes specific commitments for all institutions that were involved in its development.

Mainstreaming into national policies has not been altogether achieved. Child labor is addressed in UN assessments such as the CCA and the UNDAF. However, it is not yet fully integrated in educational policies or transfer programs.

The public awareness campaigns were successful in raising the profile child labor and CSEC as a serious problem in the country. The campaigns were implemented in conjunction with government (SET), or international organizations (UNICEF). This helped achieve a wider coverage. At a local level each Action Program also implemented mini campaigns and used local channels of dissemination.

Engaging journalist and the media through trainings and workshops has helped increase both the quantity and quality of reporting on child labor and CSEC in the Dominican Republic.

The Project emphasized social mobilization through a network running from communities to municipal and provincial level and up to the national Steering Committee. The Local Support Committees (CALs) have a



mandate to educate the community on the risks of child labor and act as the first line of alert in cases of child labor in their locality.

The Project was instrumental in supporting actions that have produced an environment where today it is easier to launch initiatives aimed at reducing the WFCL in the country. Specifically the Project positioned the issue of child labor and CSEC in a prominent place in the national agenda and they contributed significantly to the future improvement of the legal framework. The Project also forged linkages with sectors that need to be part of the fight against the WFCL, such as the labor movement and to a lesser extent, business.

The Project of Support coordinated eleven APs. Two were implemented as part of the Preparatory Project, six during the TBP Project and three as part of the trafficking/smuggling amendment. The APs concentrated on those sectors that were defined as priorities for action by the Steering Committee. These were UIW, hazardous agriculture and CSEC. The general perception was that the Project was effective in identifying good partners to implement the APs. It was flexible and varied its approach according to the strengths and capacities in each locality.

The APs developed packages of services that included awareness raising; institutional strengthening, income generation activities and direct attention through educational and health services. In addition, all APs had a monitoring and follow up component to consolidate knowledge. The pre-school component in Constanza and the Salas de Tareas are the most recognized direct attention services provided by the APs.. The Salas de Tareas have kept children away from work by offering a safe space where parents can send them during non-school hours. They have also been valuable in helping children academically. Their shortcoming, according an interviewee, is that they are not stimulating enough. The pre-schools in Constanza are considered one of the good practices emanating from the APs. In the municipality of Constanza pre school attendance jumped more than 50%. Although the Dominican government has assumed responsibility for their upkeep there is always a shortage of funds that is reflected in poor maintenance and a demand that cannot be adequately covered.

Five Impact Studies of Target Groups (ISTG) were carried out: Constanza (hazardous agriculture); San Francisco de Macoris (hazardous agriculture); Sosua (CSEC); Santo Domingo (UIW); and Barahona (trafficking/smuggling). In general, the services provided by the APs were perceived positively. Those services that, according to participants, had the largest positive impact on their lives were the Salas de Tareas, the donation of school uniforms and supplies and, in some localities, IGAs. Children were asked if they were working today and if they remembered working in 2003, before the AP commenced its activities. The results were a lower proportion of children working in 2006 than in 2003. The decrease was more pronounced in some APs such as San Francisco and Constanza. Similarly, the proportion of school attendance increased from what children remembered in 2003, to the current time.

The implementation of the TBP Project of Support in the Dominican Republic provided a number of good practices that can be useful for similar projects in other countries or regions.

1. The incorporation of a communication officer to the team facilitated relations with the media which had, prior to this, been difficult to reach. Related to this, was the relationship with a socially conscious independent film company. The documentaries they produced for the Project were some of the most powerful communication tools.
2. In Boca Chica, linking a mobilization process with the development of an awareness raising campaign proved to be successful. The result was a homegrown campaign and slogan that was very effective and used in other APs working on CSEC.
3. The support of Local Action Committees (CAL) has helped keep the issue of child labor prominent in discussions at community level. The CALs are also the link with municipal and provincial committees.
4. The approach for the legal sphere worked well. The relationship with respected jurists and a law department from a University meant the Project had quality support for their initiatives aimed at the legal framework.
5. When attempting to establish child labor monitoring systems a good practice is to keep information gathering systems simple so there is a greater probability that more institutions will adhere to the system.

There are positive signals for the sustainability of what the Project achieved but there are also causes for concern. On the positive side, we can highlight the interest and commitment of high level political operators from both parties and the transfer to the government, specifically to the Child Labor Unit (CLU), of some of the most important ongoing efforts such as the child labor monitoring system. In addition the completion of a National Strategic Plan with explicit commitments from sixteen government entities is an encouraging signal that child labor will be integrated into the plans and operations of the Dominican government. The cause for concern, according to some of the interviewed stakeholders, is that although the issue of child labor is presently in a prominent position in the national agenda, this requires continuous institutional sponsorship that would be lacking if ILO-IPEC left the country. Further, much of the sustainability rests on the CLU, however it was mentioned that its position within the institutional framework of the SET is still unclear.

This final evaluation proposed a number of recommendations, some of which are highlighted below:

1. It is important to include in the design of a Project of Support a better sense of how political timetables can affect the implementation of activities.
2. In terms of information development and monitoring, it is important to expend more effort and time not only in producing studies but also in disseminating them. For the second phase, a review of the different but disconnected initiatives with the private sector could help clarify where and with whom there would be more probability of success.
3. The basic software and instruments for the management of the information from the child labor monitoring system are in place. However, it is necessary that the Project, in the second phase, continue to offer technical assistance to the CLU.
4. Great strides were made in training the legal profession so that it is willing and able to persecute perpetrators of sex crimes against children. A specific activity for the Project in the II phase could be to divulge jurisprudence on CSEC from other countries. This would help in the capacity building of judges.
5. The second phase of the Project should concentrate on lobbying and advocacy to support the ratification of the suggested reforms to the laws.
6. The CLU has assumed the primary responsibility for their development and consolidation of the Local Action Committees (CAL) but it is important that the Project continues to support them as they become better established.
7. In general, although it is encouraging that the CLU has assumed the responsibility of important initiatives, the Project should continue to support it, offer technical expertise and help it consolidate its institutional presence within the Labor Ministry.
8. All organizations part of the National Strategic Plan assumed roles and responsibilities. The Project could support the development of a mechanism to verify that the organizations are abiding by the agreed to timetables and are complying with their obligations.
9. In the second phase the Project needs to dedicate more time and effort to nurture and develop linkages with certain organizations/groups, most notably the private sector, SEE and CONANI. Furthering the relationship with DevTech should also be explored.
10. In the case of APs ILO-IPEC must communicate clearly and explicitly those activities and/or areas for which Project funds can not be used. This would avoid a problem such as the one in Las Terrenas where the implementing agency used funds for micro-credits.
11. Extending the implementing period of APs should be explored. The time it takes to actually begin executing the Program is not always accounted for. An AP that was originally 24 months might be reduced to 18 months which is not enough time.
12. When adding an amendment to an ongoing TBP Project of Support, additional human resources are essential.
13. The specifics of how trafficking and smuggling occur in the DR are still not properly understood. A study, carried out jointly with an international organization with expertise on the issue such as IOM, needs to be carried out in the second phase.

## 1 Introduction

### 1.1 Context of the Evaluation

In 2001, the Dominican Republic became the second country in the Americas to develop and implement a Time Bound Program (TBP) aimed at eliminating the Worst Forms of Child Labor (WFCL). A TBP is a set of interlinked and coordinated policies at various levels. It has clear goals and specific targets. Its core objective is the eradication of the country's WFCL within a specific time frame.

A successful TBP requires certain conditions. 1. Appropriation by the competent national authorities. The country subscribing to a TBP must lead the design and execution of the Program. This implies a political commitment of the highest order and a feeling of responsibility for its outcome. 2. Mainstreaming into the broader umbrella of national development policies.<sup>1</sup> The TBP works at many levels so it requires the involvement of a diversity of stakeholders such as national and local government, workers' and employers' associations and NGOs. 3. Flexibility. The prevalence of child labor and the national capacity to mobilize resources vary widely. A TBP is not a fixed formula that can be indistinctly implemented. Each country, in a participatory manner, needs to decide what strategy and approach will best fit its needs. 4. A solid base of knowledge. Since a TBP tackles the situation at a macro level, it also requires a macro perspective. 5. Monitoring and evaluation. Only through continuous assessment can a TBP fine tune its course.

A TBP is a large undertaking. Within this national process, the International Program for the Elimination of Child Labor (IPEC) can play an important role by offering technical expertise and acting as a facilitator. In this capacity, IPEC, with funds from the United States Department of Labor (USDOL), implemented a Project of Support for the TBP in the Dominican Republic.<sup>2</sup> The Project had three "phases" with separate budgets and Project documents:

1. "Preparatory Activities for the Elimination of the Worst Forms of Child Labor in the Dominican Republic" (Preparatory Activities). The total budget for this phase, which ran from September 2001 to September 2004, consisted of a contribution of US\$1,306,243 from the USDOL. In addition, the Dominican Ministry of Labor committed US\$ 300,000.
2. "Combating the Worst Forms of Child Labor in the Dominican Republic-Supporting the Time Bound Program for the Elimination of the Worst Forms of Child Labor in the Dominican Republic" (The TBP Project). The budget was of US\$3,500,000 with other contributions estimated at US\$1,495,540. The Project was planned to run for three years from September 2002 to December 2005. This closing date was later extended to December 2006.
3. "The Trafficking/Smuggling Amendment to Supporting the TBP for the Elimination of the Worst Forms of Child Labor in the Dominican Republic" (the Trafficking/Smuggling Amendment). This Project had a budget of US\$900,000. Its planned duration was from September 2004 to July 2006.

The Preparatory Project was originally planned to run from September 2001 to September 2004. The TBP Project from September of 2002 to December 2005. During implementation the issue of trafficking and smuggling, and its connection with exploitative child labor, came to the fore. As a result a trafficking/smuggling amendment was introduced. Partly due to the incorporation of this amendment an extension was granted to the TBP Project to the end of 2006.

### 1.2 Purpose of the Evaluation

The final Evaluation of the Project of Support was conceived as an expanded exercise including two interrelated elements: an assessment of the national level components and an Impact Study of Target Groups (ISTG).

As part of the International Labour Organization's (ILO) cooperation policies and donor procedures all Projects of Support must undergo an independent mid-term evaluation and a final evaluation coordinated by IPEC's

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<sup>1</sup> Child labour mainstreaming may be defined as a strategy for making the concerns about child labour an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres. From "Mainstreaming Action against Child Labour in Development and Poverty Reduction Strategies" Time Bound Programme, Manual for Action Planning, Paper IV-1, p. 3.

<sup>2</sup> The entire Project including the three "phases" will be referred in this document as the "Project of Support."

section on Design Evaluation and Documentation (DED). A mid-term evaluation was conducted in November of 2004. The Project of Support concluded its activities in December of 2006. This Final Evaluation conforms to the timetable of the Project.

The Evaluation will focus on the Project as a whole. As an evaluation it concentrates on what was done and how it was done. It reviews how (and if) project outcomes were achieved and if these contributed to Project objectives.

The Expanded Final Evaluation had a number of objectives. The first was the opportunity to learn. An analysis by an independent observer of the design, strategy, implementation and achievements contributes to the general learning process on what works and what does not work. The second was the opportunity to improve. An evaluation can help better the performance of future phases of a TBP or of similar Projects of support in other countries. Finally, the Evaluation is an instrument of accountability. It offers feedback to interested parties on what was accomplished with the invested resources.

### **1.3 Scope of the Evaluation**

The intent of a TBP Project of Support is to assume a facilitating role in the planning, organizing and execution of a national effort. This Final Evaluation is framed within the broad national TBP process but will evaluate specifically the contributions of the Project of Support funded by USDOL and implemented by ILO-IPEC.

In its facilitating role the Project of Support should carry out concrete activities but also play a less apparent role by, for example, establishing linkages, coordinating organizations and strengthening institutional capacities. The Evaluation will highlight both the discernible, concrete outputs of the Project, as well as its more nuanced influence on the enabling environment.

The TBP in the Dominican Republic worked at many levels. Likewise, the Project developed support interventions and mechanisms targeting both the macro environment as well as direct action programs in specific geographical areas, and child labor sectors (such as hazardous agriculture and urban informal work).

An Evaluation seeks to bring forth the most relevant elements but cannot purport to analyze in depth each aspect of the Project. To offer a report that is readable and useful it must prioritize certain aspects over others. For example, this Evaluation contains only selected results from the Impact Studies of Target Groups (ISTG) conducted in five direct action interventions (Action Programs, APs). Time constraints also posed limitations to the number of stakeholders consulted or field locations visited by the evaluation team.

The document has eight chapters. The first is an introduction of the Evaluation with an explanation of the methodology. The second chapter is a background report chronicling the main events that led to the TBP and to the Project of Support. The third chapter looks into the design process. It appraises how decisions on design contributed to outcomes. The fourth chapter reviews the implementation of the Project. It consists of a critical survey of activities, outputs and results and discusses how the Project influenced the enabling environment. The fifth chapter reviews the Action Programs including the results from the ISTGs. The sixth chapter uses the evaluation criteria (see below) to review the outputs and indicators of the Project. The seventh section outlines the most important lessons learned, good practices and issues of sustainability. The eighth chapter compiles the final recommendations.

### **1.4 Methodology of the Evaluation**

The Expanded Final Evaluation required both a qualitative and a quantitative methodological approach. The ISTGs were essentially a quantitative exercise. The rest of the information contained in the Evaluation is based on qualitative information. A team of two independent consultants, one national and one international, was responsible for the Final Evaluation. In addition, ALEPH, a national consulting firm, was contracted to design and implement the ISTGs.

#### **1.4.1 The Final Evaluation**

The information gathering methodology of the Final Evaluation was based on three principal approaches. 1. A desk review of documentation. 2. Individual and group interviews with key stakeholders and IPEC staff. 3. Results from a Stakeholder Workshop.

The review of documentation allowed the team to become acquainted with how the Project was initially conceived and designed. The Midterm Evaluation and the Technical Progress Reports offered a chronological documentation of achievements. The National Strategic Plan for the Elimination of the Worst Forms of Child Labor in the Dominican Republic, 2006-2016, (NSP) provided an overview of the national process. Other publications sponsored by the Project, such as a compilation of national legislation on child labor and a Knowledge, Attitudes and Practices Study (KAP), afforded valuable insights.

To obtain a balanced perspective on how the Project is viewed in different spheres, the evaluating team conducted twenty-three individual open-ended qualitative interviews with people from diverse sectors such as the national government, workers associations, academia, and international agencies. It also met with people not linked to any organization but who have, in some capacity, been involved with the Project. It included high level political operators such as the Vice-president of the country, and individuals from implementing agencies (IA). The evaluation team traveled to the field where it interviewed members of Caritas, the IA in San Francisco de Macorís. The visit also allowed Focus Group Discussions with two Local Support Committees (Comités de Apoyo Local, CALs). The first group was composed primarily of parents and the second of teachers and leaders of the community.<sup>3</sup>

A Stakeholder Workshop was held on November 8th 2006. Many of those interviewed in the capital attended, as well as people from the IAs based in the provinces. This was an opportunity to present the initial findings from the interviews and test their validity. It was also a chance for other stakeholders, who could not be interviewed personally, to express their perceptions on the TBP Process and the Project.<sup>4</sup>

#### **1.4.2 Impact Studies of Target Groups<sup>5</sup>**

The ISTG gathered information directly from the children and families that participated in Project APs. The purpose of these studies was to get a sense of changes or tendencies that may be at least partly ascribed to the activities and services of the AP.

Initially, the idea was that results from the ISTGs would be compared to baseline data. The Project of Support in the DR carried out a number of baseline studies. However, the population included in the baselines is not necessarily the same as program beneficiaries. This complicated direct comparison of data. Nonetheless baselines were reviewed to look into differences that may signal impacts on the beneficiary population. In addition, the ISTG instruments included questions based on recollection. These results from these questions offered the possibility of comparing two time periods and viewing changing trends in the situation of the children (for example from working to not working).<sup>6</sup>

The ISTG were based on one-on-one interviews of beneficiaries using survey methodology. The questions were mostly closed-ended allowing for an aggregation of results. Not all APs could be included. Five were selected with the advice of IPEC staff. The rationale was to include at least one AP from each sector (Agriculture, Commercial Sexual Exploitation, Trafficking and Urban Informal Work).

#### **1.4.3 The Evaluation Criteria**

The Evaluation chose criteria to help steer the focus of the inquiry.

- Relevance- Concerns mainly the quality, coherence and pertinence of the design process.
- Efficiency-The relationship of outputs and inputs in terms of quality, quantity and timeliness. It is a measure of the extent to which activities were organized in the most appropriate manner and at the least cost to produce the planned outputs.
- Effectiveness-The extent to which the outputs and services enhanced the achievement of Project objectives.
- Impact-The extent to which the Project has contributed to the long-term development objective. (The eradication of the WFCL in the Dominican Republic)
- Sustainability-This answers the questions if the results can be sustained in the future without the presence of the ILO-IPEC Project of Support and the extent of national appropriation of the process and goals.

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<sup>3</sup> For a detailed list of all the people interviewed see Annex 2.

<sup>4</sup> For the agenda of the Stakeholder Workshop see Annex 8.

<sup>5</sup> For a detailed review of the methodology of the ISTG, see Annex 7.

<sup>6</sup> The Studies cannot establish whether any changes can be solely attributed to the Action Program.

## 2 Background Report

For almost a decade, the Dominican Republic like several countries of the region, has been implementing actions to prevent and eradicate child labor. According to the National Survey of Child Labor (ENTI-2000) about 436,000 children and adolescents aged between 5 and 17 years are working in the country; eighty percent of them undertaking activities unsuitable for children of their age.

In January of 1997 the Dominican Government signed with the ILO a Memorandum of Understanding (MOU). The aim was initiating a program to fight child labor in the country. It was executed by the International Program for the Elimination of Child Labour (IPEC).

For multi-sector and inter-institutional collaboration and coordination the country has created spaces and an environment that favors the integration of actors in the fight against child labor (CL). By decree the Executive power constituted in 1997 the National Steering Committee (*Comité Directivo Nacional de Lucha contra el Trabajo Infantil*). The Steering Committee is presided by the Ministry of Labor (SET) who has assumed at the government level the leadership in tackling the problem of child labor in the country. It is comprised of a variety of public and private institutions, including representatives of employers' and workers' organizations. In 2001, the Committee was consolidated by several additions to its membership, such as the Office of the First Lady and the Institute of the Family (IDEFA). The decree also established that the Steering Committee was to be permanently advised by representatives of the ILO and UNICEF.

In 1999 The Dominican Republic ratified ILO Convention No.138 on the minimum age of work and in November 2000 Convention 182 on the Worst Forms of Child Labor. After an inter-institutional process, the Dominican Government under the auspices of the National Council for Childhood (CONANI) strengthened its commitment to guarantee the rights of children and adolescents by reviewing an old law and enacting the Code for the Protection and Fundamental Rights of Children and Adolescents (Law 136-03). This Code, together with the Labor Code (Law 16-92), are the normative structure that define access of children and adolescents to work... The SET outlined two complementary Resolutions regarding Child Labor. The first one on dangerous and unhealthy occupations for minors, and the second creating the Local, Provincial and Municipal Committees of Prevention and Eradication of Child Labor.

The Inter-institutional Commission to Prevent and Eliminate Commercial Sexual Exploitation in Tourist Areas emerged in 1996. In April 2001, the Government declared the fight against Commercial Sexual Exploitation of Children (CSEC) a high priority. Under the leadership of CONANI and SET a "National Plan against Commercial Sexual Exploitation" was adopted with the participation of business and labor unions. In 2003 the Government enacted Law 137-03 on the Illicit Smuggling of Migrants and Trafficking of Persons.

### 2.1 History of IPEC Activities in the Dominican Republic prior to the TBP

The signing of the MOU in 1997 served as the formal point of departure for the activities of ILO-IPEC in the country. ILO-IPEC had been active in the country since 1995 with "preparation and sensitization" activities. In 1998 ILO-IPEC began implementing direct action interventions working in the Municipality of Constanza. Subsequently, SET assumed these activities based on an integral strategy.

In 2001 the issue of child labor was assumed by the Dominican Government as a priority. At this moment there was a common interest of the ILO and the government to accentuate the visibility of child labor and set it high on the national agenda. An MOU is signed between the ILO and the Dominican Republic to start a Time Bound Program in the country. In 2002, an agreement of collaboration is signed between Dr. Juan Samavia, director of ILO, and the government where the latter agreed to contribute 300,000 dollars to the Project. It was the only country, among the first generation of TBPs, committing funds. In the following two years the government did not fulfill the promised disbursement but did fulfill USD\$100,000 of the original pledge in a latter Administration.

The Preparatory Activities was conducted with the technical support of the ILO-IPEC sub-regional office in Costa Rica and Geneva. It achieved a greater understanding of the WFCL and promoted the sensitization of the population and relevant actors linked to the subject.

Within the framework of these interventions, Action Program's (AP) were designed. They generally included educational, vocational training, income generation and, capacity building elements.

Based on the first year of execution of the Preparatory Activities, and with the commitment of the Government, IPEC established the continuity of their actions in the country by means of the Project: “Combating the worst forms of Child Labor in the Dominican Republic - Supporting the Time-Bound Program for the Elimination of the Worst Forms of Child Labor in the Dominican Republic.” It commenced in September 2002 and was scheduled to finish in December 2005, but was later extended to December 2006. In its design SET and the Steering Committee were involved, particularly in the definition of the areas of intervention and as sources of knowledge of the local reality. Its objective is the progressive elimination of the WFCL giving initial priority to 1.) Commercial Sexual Exploitation; 2) Dangerous Work in Agriculture, and 3.) Urban Informal Work. Its creation contributed to the TBP being seen as a focus of national policy.

In September 2004, an amendment on trafficking and smuggling was included as part of the TBP Project of Support. This formed the basis of an institutional framework for the elimination of child trafficking. In terms of direct action interventions, the Project launched an AP in Barahona a region close to the Haitian border where there is child labor in sugar harvesting. It also initiated APs in San Juan de la Maguana and San Pedro de Macorís.

## **2.2 The TBP Process. Political Commitment of the Dominican Government**

The State, under the leadership of the Steering Committee and with the financial and technical support of the Project developed a national level response in the form of the National Strategic Plan to Eradicate the Worst Forms of Child Labor in the Dominican Republic 2006-2016. The plan outlines intentions and desired results using a holistic approach focusing the efforts of all concerned sectors. The strategies take into consideration a variety of factors such as gender and urban-rural differences. Important too has been the offer of the vice presidency to commit economic resources to the plan and to guarantee its inclusion in the national agenda. The NSP was a multi-sector effort which achieved a consensus on the variables and indicators involved, and the creation of methods to follow indicators at a national level.

### **3 The Design of the Project of Support**

Evaluating the design process is essential as the strategy and decisions adopted at this stage guide and inform the implementation of a project. An ill advised design process might result in decisions that hinder the achievement of objectives. On the other hand, a strategic plan that is comprehensive, incorporating as many viewpoints as possible, anticipating setbacks and outlining a roadmap will facilitate the achievement of objectives.

Planning and designing a development project is a multifaceted process. Initially, there might be only a general idea of what the Project will do and how it will do it. Progressively, through a participatory exercise, stakeholders develop a strategy for action. This entails a blueprint of the activities, the outputs from these activities, the desired outcomes and finally how the outcomes will contribute to the objectives of the Project. The design process also determines how the Project will measure its success by defining verification indicators. Finally the design establishes the administrative framework: the management structure, the budget for each component, and the time line. All of this framed with an understanding of the political landscape, institutional capabilities, and potential risks.

The design of the Preparatory Activities occurred in 2001. It was based on the National Child Labor Survey (ENTI) of 2000 and prior ILO-IPEC work in areas such as Constanza. The design of the TBP Project took place towards the end of 2002. It benefited from the experience of a year of implementation of the Preparatory Activities and the understanding of the local context afforded by a national ILO-IPEC office. The design of the Trafficking/Smuggling Amendment occurred in April 2004. It came shortly after the Dominican Republic recognized the issue and enacted the “Law on the Illicit Smuggling of Migrants and Trafficking of Persons.”

This chapter will analyze the design process for the Project of Support. It includes the three distinct planning phases: for the Preparatory Activities, for the TBP Project and for the Trafficking/Smuggling Amendment. A number of considerations will guide the inquiry on the design process.

- Did it incorporate elements to support the overall TBP process?
- Was the planning done in a manner that involved most of the interested stakeholders?
- Did it follow a logical progression from activities, to outputs, to objectives?
- Were adequate resources allocated to achieve the objectives?
- Were the general time frames realistic?

#### **3.1 Strategic Planning-Incorporating Elements to Support the TBP**

A TBP requires certain conditions. The main ones are: national appropriation, mainstreaming into broader policies, multi stakeholder participation, a solid base of knowledge and a strong monitoring and evaluation component. In addition, a basic premise for a TBP is to attack the WFCL by working simultaneously on many fronts. This implies both “upstream” policy oriented interventions and “downstream” interventions aimed at specific target groups. A Project of Support, in order to bolster the TBP, needs to incorporate into its overall strategy elements that will assist the achievement of these conditions.

##### **3.1.1 Two Level Approach**

The Preparatory Activities conceived its strategy with national level activities, to help create the conditions for a TBP, and targeted pilot interventions to serve as models for replication. At this early stage the foundation was set to work simultaneously on both the upstream and downstream fronts. The design of the TBP Project also made provisions to continue its role at both the national and local level.

##### **3.1.2 National Appropriation**

Ownership of the TBP depends on the adoption by both the Dominican government and civil society of the goal of eliminating the WFCL. National appropriation is also ensured when the relevant authorities assume their responsibilities in the struggle against the WFCL.

In the design, the Preparatory Activities addressed national appropriation by including activities to raise awareness and broaden the number of ILO-IPEC’s potential partners. It also encouraged these actors to see hazardous work and CSEC as a serious national problem and their elimination as a priority for the national agenda. According to the Project document the AP in Constanza, for example, “was designed so that national institutions integrate project activities within their work plans and budgets and by the end of the Project, all



activities will be undertaken or financed by the appropriate public institution.”

The design of the Preparatory Project (and later the TBP Project) set as a goal the development of a National Strategic Plan. The rationale was that the NSP would support national appropriation by setting clear targets and timetables and specify the obligations for each government agency.

Encouraging appropriation of the TBP Project also entails following the lead of national organizations in terms of the priorities for action. The Steering Committee established hazardous agriculture, commercial sexual exploitation, and urban informal work, as the sectors that required the most urgent attention in the Dominican Republic. The design of the Project's APs followed this assessment and concentrated their attention on these sectors.

### **3.1.3 Mainstreaming into National Policies**

The design of the Preparatory Activities took into account the incorporation of the TBP into national policies by planning to reach agreements with government programs (such as the National Plan to Combat Poverty). However, at this stage it was still vague as to what authorities it would engage, and to what end.

The planning of the TBP Project put more emphasis on this issue. One specific goal was to mainstream into the National Plan to Combat Poverty coordinating with the Ministry of Education (SEE) so that families that had removed their children from labor would be prioritized to receive the monthly subsidy. It also sought to persuade the SEE to expand its area of implementation to the geographical areas where the Project's APs were to be implemented.

The TBP Project acknowledged the importance of integrating child labor issues into the more general efforts on education and poverty reduction, in particular, UN led efforts such as the Country Common Assessment (CCA). Child labor and the specificities of the worst forms were included in the CCA.

### **3.1.4 Multi stakeholder participation**

The participation of groups with an interest in children's rights should occur both during the design of a TBP Project of Support and during its implementation. The design of the Preparatory Activities was characterized by weak consultation. Some government officials were involved but mostly it was based on a team effort of individuals from the ILO-IPEC offices in Geneva and San José and national IPEC staff. In contrast, the strategic planning of the TBP Project benefited from broad consultation with the National Steering Committee, the SET and others. In addition, it organized a stakeholder meeting to jointly establish the desired outcomes of the Project. Similarly the Amendment on trafficking and smuggling was characterized by broad consultation. A planning workshop held in March of 2004 promoted a shared outlook on the problems that lead to trafficking and smuggling, the means to reduce it, the actors that should be involved and actions to pursue.

Participation during implementation was anticipated and planned both during the Preparatory Activities and the TBP Project. During the Preparatory Activities participation was foreseen basically in the support of the development of a NSP. This national process would jointly define priorities and assign responsibilities to all participating organizations (including the ILO-IPEC Project). The rationale was that Projects of Support need to be in consonance with national TBP priorities, defined by the national actors. Therefore the specific role and obligations of the Project would be determined during this process and subsequently reflected in the design of the TBP Project. However, this communal and agreed upon road map (the NSP) was only finalized in 2006. Institutional weaknesses and the inherent difficulty of coordinating so many actors meant that the NSP did not inform the design of the TBP Project.

### **3.1.5 Knowledge Base**

A TBP needs reliable and recent information on the WFCL in the country. A Project of Support requires facts and figures to decide where to implement APs. In consonance with this, a priority for the Preparatory Activities was to coordinate and finance studies to improve and increase the available information. These included rapid assessments, baseline studies of sectors and areas that had previously been signaled out as problematic as well as legal reviews and an institutional diagnostic. The activities of the TBP Project continued to fund studies to expand the knowledge base but concentrated more on establishing longer term mechanisms so the DR can produce regular information on the WFCL and CSEC.

### 3.2 Strategic Planning-Defining a Theory of Change

A Project has a greater possibility of quality performance if the design process is characterized by extensive consultation and if it outlines a systematic and logical progression towards aims. This may be done through a Strategic Program Impact Framework (SPIF). A SPIF is underpinned by a theory of change. That is, a sequence of interlinked propositions, assumptions and principles that establish how positive changes can be brought about, in this case by the Project of Support.<sup>7</sup>

A well articulated SPIF should begin with the highest level goal. From there it needs to progress sequentially downwards to the intermediate objectives that together will make it possible to achieve this ultimate goal. The intermediate objectives, for their part, require certain necessary and sufficient outcomes for their achievement. The quality of the design process depends on a well-thought and logical chain that can be followed from outputs to outcomes to immediate objectives and development objective. Designing the SPIF in a consultative manner is important because one or two people would not be able to identify all of the causal linkages.

The design of the TBP Project and the Trafficking/Smuggling Amendment benefited from collective exercises that produced SPIFs. These were visualized as objective trees in project documents.

#### 3.2.1 The Preparatory Project

The Preparatory Project did not carry out a participatory SPIF. The design, however, laid the foundation for the design of the actual TBP Project one year later. Its approach was laid out in a concise logical framework.

The strategy of the Preparatory Project, as discussed above, was to include elements that are important when working in the context of a TBP. For example, it divided its approach between the work aimed at supporting an enabling environment (or the national upstream component), and localized pilot interventions. Further, it divided the national work into three overall components: 1) information and mapping; 2) awareness-raising, social mobilization and capacity building and; 3) policy development. With some modifications these components continued as the main pillars of work in the TBP Project.

A review of the log-frame for the Preparatory Project suggests that immediate objective number one was articulated in an overly ambitious manner. The proposed outputs to reach the immediate objectives were insufficient. The proposed outputs were related to the elaboration of studies, diagnostics and legal reviews which serve to increase understanding but not necessarily to bolster institutional capacities. Objective three was more concise. It perceived its role in the preparatory stage in relation solely with the NSP. Nonetheless, as will be discussed later, achieving this objective in the time frame of set out for the Preparatory Project was not realistic.

#### 3.2.2 The TBP Project

In contrast with the design of the Preparatory Activities, the TBP Project opened its design process to broad consultation. It included individuals from the government, other national and international NGOs as well as ILO-IPEC staff. The design process began from the most general development goal- to reduce the incidence of the WFCL in the Dominican Republic. Then the group collectively carried out an “outcome analysis” establishing seven high level outcomes necessary to accomplish the development goal.

The design process proceeded to analyze each outcome. It agreed that the third outcome-producing information on the WFCL- was necessary to reach other outcomes, such as the development of adequate policies and programs and the increased rejection of child labor. Finally it concentrated on each outcome or positive situation, debating and arriving at the sequentially lower- level outcomes linked to it. The result was a very detailed objective tree for the area of impact (the Dominican Republic).

By analyzing each of the seven positive situations (or outcomes) the intention was to have an articulated explanation of the objective tree. This included details on the *how* (for example: to produce relevant and updated information on the situation of children involved in the WFCL it will be necessary to incorporate indicators in national household surveys and establish a monitoring system.). But also a discussion on the *why*, the reason each outcome is needed to reach the overall development goal of decreasing the incidence of the WFCL.

In the case of some outcomes the *how* is clearly expressed but not the *why*, for others, both are succinctly explained. For instance outcome one-increase in the income and saving capacities of families-the strategy paper

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<sup>7</sup> Time Bound Programmes for Eliminating the Worst Forms of Child Labour- An Introduction Guidebook II

recognizes why it is important to include it due to the role of poverty in child labor. Surprisingly, in the case of outcome two-adequate development, enforcement and implementation of legislation and policies- the reason (the why) it is important is not enunciated, merely addressing the how by means of an increase in the capacity and coordination of key agencies and groups.

Including a better discussion on the reason(s) each outcome is essential to reduce the WFCL in the country would have added value to the overall vision of child labor in the Dominican Republic.

The formulation of a detailed theory of change for child labor in the Dominican Republic was essential for the next stage which was to define the specific focus and strategy of the TBP Project. The group acknowledged that the theory of change was relevant for the country as a whole. It became the basis for articulating the Project's own specific strategy.

At the national level, the TBP Project resolved to focus more concertedly on those outcomes previously ignored by other organizations or where the Project could be more valuable. Therefore, it was agreed that the work agenda would concentrate on: awareness raising, information development, capacity building for law enforcement and policy implementation. This decision shows that the Project saw itself as a support where gaps in capacities existed but did not wish to arrogate responsibilities or tasks that are the obligation of the state.

At the national level the elements of the strategy were organized in three pillars: Information and monitoring; policy development and legislative review; and awareness raising and social mobilization. They coincided roughly with the components previously defined by the Preparatory Project. For the targeted interventions the information and awareness component included also specific services in the realm of income generation and general social protection measures.

The decision to focalize efforts implied that the original seven outcomes were transformed to three immediate objectives. A SPIF was then developed concentrating on the sequential responsibilities (the outputs) needed to achieve these immediate objectives (which in turn would contribute to the overall development goal of reducing the incidence of child labor in the Dominican Republic).

Once the Project's immediate objectives were identified, the progressive linkages to reach each one were discussed and a Project Framework was developed and visualized as an objective tree (please refer to Annex 3).

A review of the Project Framework shows a logical development in each of its branches. The process of identifying the outcomes needed to reach each objective was thorough. For instance objective one, -information on the situation of children involved in the WFCL produced and regularly updated- the approach was to integrate data gathering on child labor into existing data gathering mechanisms in the DR (such as household surveys). This is one important component but on its own not enough as the information at this level is aggregate and quite general. To achieve the objective requires also a working Child Labor Monitoring System (CLMS) which can provide more detailed information on, for example, hazardous occupations and tasks.

The design process was coherent incorporating different but interlinked outputs to reach an objective. However, the logical progression between activities and some of the outputs is problematic. Specifically, certain outputs relied too heavily on the cooperation of other organizations. A case in point is the creation and operation of an information system on CSEC. The activities needed to reach this output depended wholly on CONANI. The Project's role was limited to offering training and technical assistance. It is incongruent to establish an output for the Project (and therefore its responsibility) and then define those activities to reach the output outside the control of the Project. This implied that the Project could not achieve certain objectives as defined in its Project plan because the necessary activities to reach the output were outside its purview.

For objective four-the withdrawal and prevention of children from the WFCL- the Project's basic approach was similar for the three new APs: for children it revolved around their enrolment in the formal school system, in addition to leveling and tutoring to discourage drop outs. For adolescents the strategy was based on vocational training opportunities and for families the opportunity to improve their income earning potential. A key component for all APs is to develop consciousness among parents, teachers and other community members of the negative short and long-term consequences of child labor. A priority manifested in the Project design was for APs to encourage responsible agencies to fulfill their mandates and enforce relevant laws and regulations.

The SPIF identified the indicators and means of verification for each output. For a number of indicators the means of verification relied on information from a national child labor monitoring system (SINAMOTI). At a national level the system had not been achieved at the end of the Project. Depending to such an extent on the SINAMOTI to gauge if the outputs had been achieved might have been a miscalculation in the design process.

An appropriate Project design requires identifying the assumptions. These are the situations outside the control of the Project which need to be present for optimal Project performance. The design recognized the need for political stability. Since the TBP is primarily a national process the Project Document acknowledged the importance that government agencies remain involved and committed. The assumptions did not mention the setbacks and delays provoked by the Dominican political process. Presidential elections every four years and Congressional elections absorb effort and attention from authorities. The assumptions should have established provisions if there was a change of Administration. The change, although it did not affect the commitment of the government, delayed considerably ongoing processes such as the development of the NSP.

### **3.2.3 The Trafficking/Smuggling Amendment**

The trafficking and smuggling amendment did not modify the general structure of the Project of Support. The four immediate objectives were kept intact with the amendment simply incorporating additional outputs for each objective. The amendment expanded the responsibilities of the Project but maintained the basic structure. This was positive by allowing continuity in implementation. However, it also implied an increase in work tasks and obligations without a concomitant increase in human resources.

As with the TBP Project, the design of the amendment was participatory and was based on a stakeholder workshop carried out in Santo Domingo on March 2004. The design process proceeded logically from the broad to specific. It first looked overall at the problems that cause the trafficking of children to and from the Dominican Republic. Subsequently, the participants defined and analyzed (using an objective tree) the necessary “positive situations” to eradicate and prevent the trafficking and smuggling of children in a sustainable manner. An analysis of the actors and the context allowed a visualization of the institutions with a mandate on the issue and the capacities to achieve the objectives. Finally the specific roles and responsibilities for each institution were outlined including the potential contribution of the ILO-IPEC Project.

The stakeholders involved in the design process further detailed the manner in which each of the four objectives was to be realized. For example, for the effective application of ILO Conventions the necessary mid-level outputs are the revision of national legislation on the matter and the strengthening of public institutions in charge of applying the law.

From the outset, the group recognized that the implementation of a trafficking component involved inherent challenges, in particular the difficulty of differentiating between trafficking in persons and smuggling of migrants. One principal reason for this is insufficient information on the nature and degree of the problem. In fact, the Project document acknowledged that this deficiency did not allow the design of a comprehensive strategy for direct intervention at that stage.

To overstep this limitation, while at the same time beginning to address the problem of trafficking, the Project amendment decided to work at the national level by expanding awareness and knowledge about the issue and supporting the revision of national legislation; and at the local level by targeting children, between the ages of 5 and 17, victims of trafficking or smuggling and in situation of exploitation in border areas and plantations. The Project document stated that the children targeted by the APs would, in most cases, not be victims of trafficking but rather children smuggled illegally along with their families and working in hazardous agriculture. The ISTG confirmed that those served were not trafficked as none of those interviewed claimed to have been forced to come to the DR to work. However, the results of the ISTG also question whether they were smuggled as only 6% of respondent children in Barahona said they had been born in Haiti.

This distinction has been a source of confusion for stakeholders and the donor. Although generally referred to as “the trafficking amendment” the APs implemented as part of this amendment serve, for the most part, border area children working in hazardous agriculture. The idea was that the APs would target Haitian children who, in most cases, would have been smuggled or trafficked into the country. However, as mentioned above, it appears the majority of child beneficiaries might be of Haitian descent but have already been born in the DR. The executing agencies of these APs do not see themselves as supporting trafficked children but children in a

WFCL.<sup>8</sup> In a manner, the Amendment should be seen as a Preparatory exercise to be better positioned to work on the issue of trafficking and smuggling in the future.

### **3.3 Strategic Planning-Defining Operational Aspects**

To implement a Project successfully it is not sufficient to have a well designed and logical program framework. The strategic planning also entails arrangements for the human and financial resources that will operationalize the planned activities and outputs.

#### **3.3.1 The National ILO-IPEC Office**

Before the advent of the Preparatory Project of the TBP, IPEC in the DR had a coordinator and technical officer in charge of supervising the execution of APs. The Preparatory Activities introduced work at the national level requiring a national office and a national coordinator. This office had the task of continuing the supervision of ILO-IPEC APs from before the TBP, and initiating the new array of responsibilities outlined by the Preparatory Project. In 2003, as part of the Project of Support to the TBP, a Chief Technical Advisor (CTA) was incorporated to the team. By this time the ILO-IPEC team already included individuals with distinct thematic duties. Apart from the CTA the office included a national coordinator, an administrator, one program officer, a program assistant and a secretary. At a later date an accountant and a communications officer joined the team. The first was recruited to manage the work load, particularly the financial follow-up of the APs, and the second to facilitate relations with the media and journalists.

The division of tasks was done based on competencies, experience and education. In this manner one of the officers with a law background assumed the activities related to the revision and enforcement of legislation. Another officer, who had previously managed APs in agriculture, continued to oversee the agricultural components. However due to the sheer amount of planned activities, the members of the team had to take on other issue areas. The Program Officer for agriculture is in charge of all aspects related to computers and data processing. For the members of the ILO-IPEC team this has implied a heavy workload but also the need to become technically competent and proficient in a variety of topics in a short time frame.

A consensus among interviewed stakeholders was that the ILO-IPEC team, despite being small, was well coordinated and had turned their small size to its advantage. In addition, the team was perceived as technically competent with a clear sense of purpose and personal dedication.

*It is a well composed and integrated team. They are capable and have experience. They multiply each others strengths. You don't get the feeling that there are internal struggles. Their leadership has been unpretentious but decisive. 9*

Nonetheless and as already pointed out in the midterm evaluation, it was evident to the evaluators that the staff had faced an overload of work trying to juggle diverse topics, national level activities as well as the day to day follow-up of APs. While the first one required constant communication and coordination with national actors the second one entailed traveling to the sites and meticulous tasks such as counting individual children.

#### **3.3.2 Time and Financial Considerations**

On the financial front, delays in disbursements negatively affected the timely completion of activities in APs. By the end of 2004 this situation had improved significantly as a result of an overhaul in the financial management procedures in the regional office in San José. The most important change was that the DR office was given more independence in its financial decisions. For example, having the capacity to issue checks expedited the implementation of activities and prevented misunderstandings with partners.

The team, as mentioned earlier, is small. Each individual must follow-up many tasks simultaneously. Understandably, time is perceived as a valuable asset and frustration was expressed when it had to be used for activities that were time consuming but that, according to staff, have limited impacts. For instance, ILO does not pay overhead to their implementing partners. This implies that negotiations regarding the budget may take months. Additionally, supervision of the APs executed by partners includes permanently counting beneficiary children. For some this task absorbs time and effort that could be redirected elsewhere.

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8 Comment from the Stakeholder Workshop.

9 Interview with Aura Celeste Fernandez. Director of the Training School of the Attorney Generals Office.

*This does not mean doing only one type of work or another (local or national). Both are important but it is necessary to do the work at the local level differently. Using the time of the staff to count children is inefficient and a waste of human resources that could be better used on something else.<sup>10</sup>*

### 3.4 Main Points-Design of the Project of Support

- **Incorporation of TBP elements** - The design of the Project incorporated elements essential in a national level TBP process. It included national appropriation; working simultaneously on two fronts-national and local-; and broadening the information base on the WFCL.
- **The theory of change** was designed to reach its objectives through simultaneous changes in several spheres-education, income, awareness, policy and legislation-. This is in line with the TBP approach emphasizing the multi-causal nature of child labor and the need to work on many fronts.
- **Participation** -The planning for the Preparatory Project was weak in terms of consultation. The design of the TBP Project and the Amendment rectified this and was characterized by wide participation. The latter two complemented the technical assistance from ILO-IPEC with stakeholder strategic workshops. Some of the defining decisions on design and strategy were taken at these gatherings.
- **Adequate resources (time and staff)** - The Preparatory Project established two outputs that were overly ambitious in the time frame available. The development and implementation of a SINAMOTI and the preparation and publication of a NSP are processes that need time to plan and mature. Proposing them as outputs of the Preparatory phase was not realistic.
- The **Project's human resources** were rated positively both as individuals and as a team. Nonetheless, the Project could have benefited from a larger staff, decreasing the excessive workload.
- The problems related to delays in financial disbursements were considerably reduced after 2004.
- **Logical progression** – A positive aspect of the design process of the TBP Project was that it concentrated first on developing an overall concept of what steps were needed in the DR to decrease the WFCL. From this comprehensive view it focused on the aspects where the Project could contribute more and was better positioned to exert influence.
- The **design of the Trafficking/Smuggling Amendment** also followed a logical design process by starting from a broad analysis of the issue to the more specific aspects of how and who could contribute to the development objective of preventing and eradicating trafficking and smuggling. It acknowledged that an inherent difficulty for the APs would be to identify beneficiaries that had been trafficked as opposed to smuggled illegally.
- A problem of the design of the TBP Project was that some of the necessary outputs to reach the development objective were set outside the control of the Project. The responsibility for the activities depended entirely on another organization but the output was defined as the responsibility of the Project.
- The means of verification of the indicators relied to a large extent on information from a SINAMOTI. Since the CLMS at a national level is still not a reality, the information to determine success in certain areas was not available.

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10 Interview with a member of the ILO-IPEC staff.

## 4 The Implementation of the Project of Support

This chapter will assess the implementation and execution of the Project of Support particularly the upstream actions aimed at the enabling environment. It will look at what the Project set out to do and what actually occurred.

The chapter is structured around the four immediate objectives of the TBP Project of Support. The first three coincide with each of the main components or pillars of the Preparatory Activities: 1) information development and monitoring; 2) policy development and legislative review and 3) awareness raising. The fourth relates to the goal of withdrawing and preventing children from exploitative work in specific locations.

### 4.1 Information Development and Monitoring

#### 4.1.1 Information

The dearth of information on child labor and of systematic methods and procedures to collect and use information is a constraint in the battle against the WFCL and CSEC. Various interviewees mentioned that the DR needs to improve its practice of information gathering, management and analysis. When ILO-IPEC began activities in the 1990s there were practically no figures on child labor in the country. The Project has contributed in this area by helping to upgrade the general knowledge base on child labor and by pushing forward the institutionalization, in quantity and frequency, of information gathering.

For decision-making purposes, information needs to offer a macro perspective of the national trends in the situation of child labor; as well as a more detailed outlook on the types of worst forms and the specific impacts of work on children.

A priority for the Preparatory Project was to expand the knowledge base. More detailed and reliable information on the state of child labor in the Dominican Republic was seen as a first and essential step to continue with the TBP process. Later the emphasis moved away from producing studies to supporting the government's ability to measure, identify and monitor children in the WFCL.

The Preparatory activities established as an output the mapping and identification of the WFCL in the country. Article 3 (d) of Convention 182 on the WFCL, ratified by the Dominican Republic, defines as one of the worst forms "all work which by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children." To fully comply with the Convention implied that it was first necessary to identify and characterize the specific forms that hazardous work takes on in the DR.

The Project contracted ALEPH, a well respected local consulting agency, to facilitate this process. The methodology of the mapping included interviews with government authorities, workers and employer organizations and a consultation process in nine regions. The exercise identified the work activities performed by children that could be characterized as hazardous and, therefore, a WFCL. The mapping was used by the Steering Committee to decide the sectors and geographic zones to be prioritized by the TBP. It also served as a reference for SET to establish a national list of hazardous work.

The Preparatory Project concluded baseline studies on child labor in the coffee, tomato and rice sectors. These baselines were later compiled, along with two rapid assessments from Constanza and Samaná, into a synthesis report on child labor in agriculture.

During 2001 as part of the Preparatory Activities and with the support of the sub-regional office in San José de Costa Rica a Study was prepared on "Commercial Sexual Exploitation of Children in the Dominican Republic."<sup>11</sup> The study approached a sensitive subject rife with myths and misconceptions. For example, the study revealed new modalities of CSEC such as its occurrence not solely in brothels and with older girls, but increasingly also in the parks and beaches of tourist centers and with younger girls and boys. It also emphasized that although the tourist boom aggravates the problem demand by locals should not be underestimated. The information helped to design on a more solid footing the APs in Sosua and Boca Chica. The study also became a point of reference for discussions of the Inter-institutional Commission against CSEC (ICCSEC).

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11 "Explotación Sexual Comercial de Personas Menores de Edad en Republica Dominicana" OIT-IPEC, 2002.

A report on urban informal work (UIW) was also prepared. As with the one on CSEC, it offered insights on a type of work that by its nature is difficult to characterize. The study was useful when formulating the AP for UIW in Santo Domingo.

The National Child Labor Survey (ENTI) provided for the first time aggregate estimations of the total number of working children in the Dominican Republic. The ENTI was carried out in 2000 by the Ministry of Labor (SET) with financial and technical support from SIMPOC (ILO). The ENTI found there were approximately 436,000 working children in the country representing 18% of the 2.42 million children and adolescents between the ages of 5 and 17.<sup>12</sup> This figure has been used repeatedly by IPEC, government authorities and other entities to stress the urgency of addressing the issue.

The numbers from the ENTI need to be updated. A one-off survey such as the ENTI is indispensable to begin work but cannot sustain efforts in the long run. However, national surveys are costly and it is unrealistic to expect the government to produce them repeatedly. The Project recognized that guaranteeing the regular collection of data requires integrating indicators on child labor into established data collection mechanisms. The Project approached the National Office of Statistics (Oficina Nacional de Estadísticas, ONE) and the Central Bank, the main entities responsible for information in the country to explore ways in which this could be achieved. After discussions and negotiations, the Central Bank agreed to include child labor indicators developed by IPEC in its Labor Surveys. It also agreed to reduce the age of those included in the survey from 10 to 5 to capture information on very young working children. The ONE consented to include questions about CL in the bi-yearly Household Survey (ENHOGAR). The changes to the ENHOGAR questionnaire have been recent but already two surveys have included questions on child labor. This information is being transmitted to the Project. The Project has supported the information specialists at the Child Labor Unit (CLU at the SET) so this information can be systematized and used to improve decision-making.

The absence of information on trafficking and smuggling of children is serious. This coupled with the sensitive nature of the issue (because of historically tense and difficult relations with Haiti) complicate articulating a reasonable response to the problem. The Project contributed to the knowledge base through a diagnostic on trafficking of children for the sex trade. The report contains valuable information on internal trafficking for sexual exploitation. However, the scope of the study was limited to a specific geographic area and the consultant used CSEC rather than trafficking as an entry point to collect data. Many of the conclusions are more valid for CSEC than for trafficking. In the same line, the report lacks information on recruitment mechanisms and victims' profile. To properly address the issue of trafficking still requires further research.<sup>13</sup>

Another output included in the trafficking/smuggling amendment was a workshop to promote the exchange of information and experiences in child trafficking/smuggling and good practices among partner organizations. In March 2005 a workshop was held at the Attorney General's office with the support of the sub-regional office in San José and the participation of the International Organization for Migration (IOM) and government entities such as the Ministry of Foreign Relations.

#### **4.1.2 Monitoring**

The development and operation of a Child Labor Monitoring System (CLMS) in the Dominican Republic was an integral part of the TBP Project of Support. A CLMS identifies working children and refers them to suitable public institutions. Through a permanent mechanism of supervision, authorities can learn where children are working in unacceptable conditions so as to better protect them. A CLMS goes beyond the follow-up of program beneficiaries, covering all children in a geographic area.

The development and testing of a community based CLMS in Constanza was planned as part of the Preparatory Project. The idea was for this pilot to help establish community systems in other areas with Project presence. Ultimately, the community systems would be the backbone for a national child labor monitoring system in the Dominican Republic (Sistema Nacional de Monitoreo de Trabajo Infantil, SINAMOTI).

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<sup>12</sup> The estimate was obtained by multiplying the proportion of children and adolescents that claimed to have performed some type of economic activity (with pay, profit, or no pay) the week before the interview and the estimated population (5-17 years old) of the Dominican Republic for the year 2000.

<sup>13</sup> Technical Progress Report, September 2005.



The pilot in Constanza was not set up in the time frame anticipated by project documents. The mid-term evaluation highlighted this shortcoming. Shortly after the evaluation, the Project rectified this delay by approaching five government institutions with the goal of designing, in a joint manner, a pilot community CLMS in Constanza. The government institutions were: the Ministry of Agriculture (SEA); Education (SEE); Health (SESPAS); Labor (SET) and the Justice Department. The five institutions have provincial offices and staff that reach remote rural areas. Labor inspectors periodically revise workplaces; health personnel encounter work accidents in children; agricultural inspectors have access to farms and a good knowledge of the terrain; teachers have daily contact with children and frequently know which children work in a particular community. The participation of Justice was necessary to give the proper legal course to a charge.

The idea was that each of the government ministries detailed above could contribute information with the ultimate objective of following up on children and responding effectively when cases of worst forms came to the fore. However, it was not possible to achieve the involvement of all the entities. Negotiations and agreements, when so many actors are involved, are lengthy affairs so it was decided to begin the CLMS pilots with the participation of SET and SEA.

After the initial delay three community CLMS were developed and implemented in Constanza, Azúa and San Francisco de Macorís. The design was based on various CLMS developed at regional level, in particular the comprehensive model designed in Costa Rica and one of IPEC Paraguay on Child Domestic Work.<sup>14</sup> According to the CLU, the pilots have been successful by both offering a more complete perspective of the WFCL in those areas and by contributing lessons for enhanced and expanded monitoring systems.

With the technical and financial backing of the Project, operators from SET and SEA were trained on how to look out for child labor and the correct procedures of referral if they came across children working in exploitative or hazardous conditions.<sup>15</sup>

Apart from identification and referral, the field presence of the SET and SEA operators provided an opportunity to obtain information on child labor in these areas. Specific questions were included in their information gathering tasks. For example, the Project reviewed the regular instruments used by agricultural inspectors and proposed including a few questions on child labor. The Project agreed that it was important not to alter significantly the procedures of field people. By keeping it simple there was a higher probability for collaboration.

*A positive aspect of the trainings was that they addressed not only the normative aspects of child labor but also the general social side-in other words what is child labor and how does it negatively affect children. The perspective of labor inspectors has changed dramatically, they have assimilated the issue.*<sup>16</sup>

Expertise and knowledge on monitoring systems and child labor in general, is now well entrenched in the SET. In the future trainings of labor inspectors will no longer require the technical support of ILO-IPEC. The SET now has a core of officials both in the CLU and in other areas such as the sub-office of inspection that either by having been directly trained by the Project or by their constant proximity to the subject are now competent to facilitate trainings.

A monitoring system at a national level requires government collaboration from diverse entities. Its success lies in convincing the relevant actors of its value and mobilizing their participation. But in the long run, and to ensure its sustainability, it is essential that leadership rest with a competent national authority and not ILO-IPEC. In this regard, there is optimism as ultimate responsibility has been assumed, as foreseen in the TBP Project document, by the CLU within the SET. The SET is now the lead institution responsible for scaling up the pilots to a national level child labor monitoring system. The Project supported and assisted the process by continuing to advocate the value of a SINAMOTI with government institutions and by helping to design the software, data bases and instruments.

The pilot monitoring systems in Constanza, Azúa and San Francisco de Macorís were valuable learning experiences for both the Project and the SET. The challenge for SET, and the Project as a supporting organization, will be to use the experiences and lessons from the community pilots to scale up and establish a

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14 ILO/IPEC, Status Report, June 2004, p.3

15 SET has 38 local representations. Training was for the people working in these local offices as well as the labor inspectors.

16 Interview with a high level official from the SET

## SINAMOTI.

Taking into account the complexities of setting up a CLMS, which depends on a multiplicity of institutions complying and cooperating, the foundation is now in place for the SINAMOTI. The most important aspect is that the SET has assumed its responsibility and management. The view within the CLU is that the SINAMOTI is well worth the effort.

*The system is simple but at the same time gathers a lot of information. This helps to structure the response and the referral for that child. It is useless to have this data if it is not going to be actively used. This is the purpose of the system and what will help to achieve the overall goal of the NSP.*<sup>17</sup>

Despite the responsibility assumed by SET, and the active participation of SEA, a comprehensive SINAMOTI also requires the participation of other government institutions. The collaboration of SESPAS and SEE was not achieved for the pilots. The Project and SET are aware that including teachers and health workers as part of the referral system is very important. Although ultimate management of the CLMS is now at SET, the II phase of the Project foresees a continued support on the part of ILO-IPEC primarily by helping to expand the collaboration of other government institutions.

The development and implementation of the community CLMS was, perhaps, one of the most difficult commitments to bring to fruition. In retrospect, the time and effort required to design and operationalize a monitoring system was underestimated. An efficient system requires the coordination of many entities. The Project first had to persuade government agencies to participate by extolling the value of such a system. Since each agency has different methods of data collection it then had to analyze how to adapt these methods without changing them drastically. For Project staff the CLMS meant a drawn out process of discussions and negotiations. To complicate matters, for each child labor sector the organizations that need to be involved are different. In rural areas the involvement of SEA is indispensable, whereas in cities other agencies are more important. The experience also showed that to set up a monitoring system in a region it is first indispensable to identify which institutions are present, are strong and can help. For example, there will not always be doctors, or teachers in every locality. In some areas government presence is almost non-existent and a CLMS would have to depend on other institutions.

Besides the CLSM the Project of Support established as an output the creation and operation of an information system on CSEC and trafficking. The CONANI was assigned ultimate responsibility for setting up this system in collaboration with universities, NGOs and other institutions. The duty of the Project consisted in providing support to CONANI and training technical staff of institutions involved in the collection and analysis of data. CONANI was unable to mobilize the necessary resources and support to achieve a national information system on CSEC and trafficking.

Despite institutional weaknesses, which hindered the implementation of a national information system on CSEC, the AP in Boca Chica experimented with a referral card that could offer insight and lessons to establish a broader system in the future.

The Project, in conjunction with institutions working on the ground such as the Office for Shelters and Residences for Children and Adolescents of the Armed Forces (DIGFARCIN)<sup>18</sup>, the Institute for the Family (IDEFA), the Tourist Police (POLITUR) and Proyecto Caminante developed a referral card. The inadequate treatment of children by public officials (in particular the Police) in areas with problems of CSEC prompted the creation of a specialized attention centre within POLITUR. This center had the mandate of referring the children rounded up by the Police to the proper authorities and back to the families. A “referral card” was opened for each child. In addition they were provided with information on government and non-government institutions that offered services and support.

The “referral card” allowed the preparation of one listing of 203 children victims of CSEC or at high risk of exploitation. The information from the cards has acted as a type of information system on CSEC in Boca Chica by offering a better picture of the modalities that CSEC takes on in this region. For example, the numbers of girls and boys, their ages, the composition of their families etc. Access to the information from the referral card

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<sup>17</sup> Interview with the Child Labour Unit, SET

<sup>18</sup> DIGFARCIN (Shelters and Residences for Children and Adolescents) is part of the Ministry of the Armed Forces. Created in 2003 by Presidential decree it part of the National System for the Protection of Children and Adolescents.

has permitted other institutions, whether public, private or NGOs to better understand the problem and tailor their services and responses.

The referral card method used in Boca Chica could be replicated in other areas with a high incidence of CSEC. As in Boca Chica, however, the collaboration of the Police and/or POLITUR and of other agencies of the National Protection System for Children and Adolescents (Sistema Nacional de Protección de NNA) is essential. Frequently it is the police that have the first contact with children engaging or at risk for CSEC. If they can properly treat these minors, while at the same time obtaining information (obviously taking into account confidentiality) an information system covering areas where CSEC is more widespread can be set up.

## **4.2 Policy Development and Legislative Review**

### **4.2.1 Legislative Review**

It is difficult to confront the WFCL, CSEC and trafficking of children in the absence of a solid legal framework. This includes laws that properly address the issues, and legal operators that are trained and knowledgeable on how to apply them.

Oftentimes, as was the case in the Dominican Republic, existing laws are outdated, incomplete or inconsistent with regard to child protection. To improve the laws and their application the Project outlined a strategy that took into account the entire legislative process. It included:

- Performing an inventory identifying the laws that address children and child labor;
- Recommending specific legislative reform;
- Supporting an advocacy campaign to have the revised legislation adopted;
- Strengthening the capacity of the judicial system to apply the new legislation.

An initial document, financed by the Project, compiled the national laws, international conventions and internal SET resolutions that regulate child labor. It extracted the relevant articles from the Labor Code, the Children's Code<sup>19</sup> and executive and ministerial resolutions.<sup>20</sup>

The Project contracted two renowned jurists to perform a review of the national legislation on child labor and compare it with the international instruments ratified by the country. It was important for the suggestions to come from individuals with a respected trajectory so proposed changes would be well received and have a better chance of being adopted.

The first document by Dr. Rafael Albuquerque, presently serving as Vice-president, reviewed the two principal laws regulating child labor: the Labor Code and the Children's Code (Law 136-03). The suggested changes for the Labor Code were: 1) To extend the regulations on minimum age to include domestic work, 2) Establish a work shift of no more than 6 hours for children below 16 in agriculture and maritime work and 3) Establish prison sentences for those failing to observe laws on child labor. The review highlighted that Law 136-03, which should address informal work, fails to regulate this specific subject. He also warned that at present infractions on child labor were sent to labor tribunals, leaving these offences without sanction.

The second report reviewed the judicial framework applicable to domestic work in general, and child domestic work in particular. It maintained that the Labor Code discriminates domestic work in relation to other types of work by not establishing a maximum work shift, paid vacation, benefits or a minimum salary. It recommended incorporating in the Labor Code the concept of "adolescent domestic worker" for children from 14 to 16. This would include a work day of no more than 6 hours and consider it hazardous work if it included certain tasks.

The recommendations of reform to the Labor Code were presented to the appropriate organizations for comments and further suggestions. A lawyer with expertise in labor law drew up the proposed modification to the Code. The reform proposals achieved wide consensus. The third step, to formally mount an advocacy

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19 Código para el Sistema de Protección y los Derechos Fundamentales de Niños, Niñas y Adolescentes (Ley 136-03) replaced the law adopted in 1994 ("Ley de Protección al Menor – Ley 14-94).

20 Resolution on the prohibition of hazardous work for children under 18 (Resolución no. 52-2004 sobre Trabajos Peligrosos e Insalubres para Personas Menores de 18 años) adopted on August 2004 by the Ministry of Labor, in conformity with ILO C.138 & C.182.

Final Expanded Evaluation-Project of Support for the Time Bound Programme-Dominican Republic  
campaign and approach Congress and specific congressmen for support, is still pending.

Commercial Sexual Exploitation of minors was identified by the Steering Committee as a priority sector in the Dominican Republic. It was agreed the problem was on the rise and that as a WFCL it was essential to take steps for its eradication. An obstacle in this effort is that the Penal Code, governing CSEC, is incomplete on the subject. It does not provide special protection for minors nor does it impose penal sanctions on offenders. The Project, in collaboration with the ICCSEC, in particular CONANI and SET, as well as the support from IPEC's sub-regional office put in motion a proposal of reform to the articles in the Penal Code referring to CSEC. This included a definition on the different modalities of CSEC, its aggravating circumstances and the penal sanctions. This process included various sessions with Congress explaining the need for reform. The bill was ratified although it has not been enacted.

Enacting the proposed changes to the Penal Code is essential. The absence of characterization (*tipificación*) of the crime signifies that today, to prosecute and sanction CSEC, lawyers must resort to other infractions such as pimping, rape and incest.

*A lot of work went into getting the Penal Code revised. The staff of ILO-IPEC visited Congress on many occasions. Experts were hired and a discussion of the topic was encouraged among legal circles. The Project led this process.*<sup>21</sup>

The amendment on trafficking and smuggling defined as an output the revision of the Law on the Illicit Smuggling of Migrants and Trafficking of Persons (Law 137-03) that came into effect in October 2004.<sup>22</sup> A respected jurist was contracted to critique the law and to propose changes. The main shortcoming of the law, according to the review, was that if the object of trafficking was a minor it only constituted an aggravating circumstance but not a crime in itself. The review suggested changing this and enumerated, to facilitate the job of the judge, eight to ten situations where it was possible to determine that trafficking of a minor had occurred. As with the Labor Code, technical consultation ensued with different organizations including, among others, the Office of the Attorney General, the General Directorate for Migration the Ministries of Foreign Affairs, Women, and Labor, and IOM. A joint proposal was drafted. The next step which unfortunately could not culminate in the time period of the Project was to get a Congressman to adopt the proposal and lobby for it in Congress.

Convention No 182, ratified by the Dominican Republic, requires each country to regulate hazardous work. The mapping exercise coordinated and supported by the Project, as well as ongoing technical support allowed the SET to comply with this article of the Convention and adopt resolution No 52/2004 on hazardous work.

Improving the laws governing child labor, CSEC and trafficking is an essential step, but better laws are useless if the operators do not know how to interpret or implement them. An output for this component was to train public officials on laws and regulations concerning child labor and CSEC. According to a Knowledge, Attitude and Perception Survey applied through an AP to staff of law implementing agencies and service providers, ignorance of CSEC and its laws was particularly acute even among lawyers, prosecutors, judges and district attorneys.

The Project realized that reaching out and educating different groups in the legal profession on the legal aspects of CSEC was essential for improving the correct application of the law. There was agreement that despite the strides made, there is still work to be done. For instance, in most universities CSEC is not a regular part of the curricula for law students. Looking towards the future what is important at this stage, according to a legal expert, is to train the professors currently teaching in the different law departments of the country.

The Project of Support developed a judicial strengthening initiative, (Action Program to Strengthen the Judicial System in the Fight against CSEC of Children in the Dominican Republic) with the Universidad Iberoamericana (UNIBE). This program began in November 2003. The overall goal was to achieve convictions against perpetrators of sexual offenses against children. It was composed of three main components: legal counsel and support of victims willing to denounce sex violators; training of those sectors responsible for applying the law; and support of research projects related to CSEC.

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21 Interview with Frank Soto. Adjunct Attorney General

22 The law was a response to the Trafficking in Persons Report issued by the US State Department in June 2003 that put the Dominican Republic in Tier 3, i.e. countries "whose governments do not fully comply with the minimum standards [on the issue] and are not making sufficient efforts to bring themselves into compliance."

In the Dominican Republic the victims of sexual exploitation seldom seek redress through the courts. In fact, no convictions had ever been handed out in the country for the CSEC of a minor. A goal of the judicial strengthening component was to achieve convictions of offenders. In practice this was not simple. The distrust in the legal system discouraged victims and their families to come forward. The government of the Dominican Republic took important steps to address this in 2003 when a specialized bureau against CSEC and trafficking/smuggling was created within the Attorney Generals Office (AGO). It includes a research team that receives and processes denunciations. The Project strove to publicize the existence of this government office. To this end a campaign with the slogan “The Law Hits Hard” (“La Ley Pega Fuerte”), was organized jointly by the AGO and the Project, in collaboration with IOM. It communicated to the public through brochures and posters that laws against smuggling of migrants and trafficking in persons do exist in the country and will be enforced.

With the legal advice of the UNIBE Program, the AGO achieved two convictions for CSEC, one for a 10 year prison term and the other for 15 years. Although seemingly few, various interviewees stressed that these convictions have been crucial for setting precedent and sending out the message that CSEC is persecuted and penalized. The involvement of Project staff in the legal processes leading to the convictions was emphasized repeatedly:

*Throughout, Project staff maintained a presence in the courtrooms. This was valuable to the victims who felt an institutional backing and for the prosecutors as it was the first time CSEC cases were being heard in court. The staff made it a point to physically be present and this was very important.<sup>23</sup>*

Without the direct involvement of the Project other convictions have occurred. In January 2006 six people were sentenced for sexual abuse of children. These cases were achieved through the collaboration of various institutions trained by the Project such as prosecutors, the AGO and the Police.

Another step by the Dominican Government in the goal of changing how children are treated by law implementing agencies was the creation of a Specialized Children’s Police (SCP). The SCP is composed of officers with a particular liking and sensitivity towards children. The Project was involved in this effort by helping to select and train the first graduating class and UNIBE developed the modules on children’s rights. These modules will be used in future trainings for the next graduating classes of the SCP. The SCP now has 100 trained police officers and is planning to increase this number. For the regular Police Force, ILO-IPEC helped develop a training package for its staff in collaboration with UNICEF which included a module on CSEC. In particular, the Project strengthened the capacities of the Tourist Police (POLITUR) through the training of 52 officers, in particular those posted in tourist areas such as Boca Chica.

The AGO was very satisfied with the results achieved through the cooperation of their office and the Project. From their perspective, the role of the Project in the training of the SCP will have a palpable impact on the manner that children are treated in certain vulnerable areas by members of the police force.

In the effort to train public officials on the laws governing the WFCL and CSEC the Project worked closely with the School of the Attorney Generals Office (Escuela Nacional del Ministerio Publico). It developed a module for the Diploma course that all public prosecutors must follow. This module, which is now a permanent part of the curriculum, includes an overview of crimes against minor such as CSEC, pornography and the WFCL. For the new generation of prosecutors coming out of the school this is now part of their knowledge base.

In general, CSEC, and subjects dealing with minors, are viewed by the law community and professors as marginal infractions. For UNIBE the relationship with ILO-IPEC had an impact on their study programs. In particular, the law department integrated the subject of CSEC into the courses on penal law and research methodology. Although this is not as common in other universities it is important that graduating lawyers from an influential university are now aware of the problem and its legal repercussion. The changes in the curricula of UNIBE may have the indirect effect of influencing other law departments to follow suit.

The training component of law implementing agencies strengthening program reached many sectors: the police, prosecutors, public servants, and university students. Judges was an important target group the Project attempted to reach. Although trainings were facilitated for this sector participation was low. In contrast with other sectors, the Project found more reluctance by judges to participate in trainings.

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23 Personal interview with a stakeholder.

Most judges have never faced a case dealing with CSEC nor did they study the subject during their schooling. However, to ensure that these cases are endorsed by the courts it is essential for this group to improve their knowledge of the subject. To help offset this limitation the former dean of the law department at UNIBE suggested that the Project in its second phase consider as an activity the judicial and doctrinal dissemination of CSEC cases from other countries.

*The advantage of these infractions is that they have become global concepts. An annual compendium collecting interesting sentence would help Dominican judges understand how in other countries similar concepts are applied, the manner in which the judge interpreted the law and the factors he/she took into account.<sup>24</sup>*

The trafficking amendment included as an output the training of technical experts and personnel from public and private institutions on issues related to trafficking. As with the training component for CSEC the goal was to familiarize key actors with the subject and the role of their institutions. A training on trafficking and smuggling was carried out with IOM and the Attorney General's Office (AGO). The plan was to continue working closely with IOM as a natural partner on the trafficking issue and jointly organize other workshops. These workshops however were delayed, partly due, according to IPEC staff, to management changes at IOM. Closer collaboration is expected in the second phase.

#### **4.2.2 Policy Development**

The cornerstone of the Project's role in policy development and institutional strengthening has been its support and endorsement of the Steering Committee (Comité Directivo Nacional) and the Inter-institutional Commission against Commercial Sexual Exploitation (ICCSEC). Both are multi-agency groups that assemble the main government and non-government entities linked, respectively, to child labor and CSEC. A vital part of a TBP is for the country to develop a plan of action, a common understanding of what needs to be done and the operational details outlining who will do it. For child labor this was the National Strategic Plan (NSP)<sup>25</sup> and for CSEC the Action Plan to Eradicate the Abuse and Commercial Sexual Exploitation of Children (the Action Plan against CSEC).

The development and publication of the NSP was expected as part of the Preparatory Project. This was not achieved in the foreseen time frame. Looking back, it was unrealistic to expect such a complex process to culminate in two years particularly when it depended on the involvement of so many organizations and with a Presidential elections occurring within the time period. The national elections stalled the momentum and discussions on the NSP stopped in May 2004. They were recommenced after August 2004 when the new authorities assumed their positions. Despite a change of government and political party, it is noteworthy that government authorities willingly continued the NSP process. The total number of people involved in the development of the NSP has been enormous (authorities from the past Administration of President Hipólito Mejía and of the current Administration of President Leonel Fernández)

The NSP developed a joint vision: "by the year 2016 the Dominican Republic is a country where society fosters the development of children and adolescents in an environment that contributes to the exercise of their fundamental rights, eliminating their participation in hazardous and unfavorable work." The overall goal of eliminating the WFCL by the year 2016 would be reached through the accomplishment of six principal objectives. For each objective, programmatic actions were outlined and the key actors identified. The NSP has a logical framework with terms, goals, and indicators up to 2016.

As a national plan the NSP is not only a document of good intentions. It contains (in a separate document) the detailed operating plan for the 21 institutions that were part of its design and formulation and outlines the responsibilities of each one. The NSP was officially launched in early 2007 although many of the activities outlined in the Strategy began to be implemented before this date.

The financial support for the elaboration of the NSP process came from the Project. It therefore had a prominent voice on how it wanted the NSP to be developed. Emphasis was placed on the participation of many sectors of government and civil society, even when this meant that it would take longer to complete.

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24 Interview with Dr. Guillermo Moreno.

25 Plan Estratégico Nacional para la Erradicación de las Peores Formas de Trabajo Infantil en la República Dominicana 2000-2016.

*The elaboration of the NSP was very participatory. This meant that it was a lengthy process but nobody came from outside and said "look this is the Plan read it and implement it". For this reason, the institutions that were a part feel a real commitment to comply with the obligations they assumed<sup>26</sup>*

The Project was instrumental in the elaboration of the NSP. It contracted ALEPH to facilitate the process. It organized working groups and painstakingly gathered the viewpoints from all institutions. Supporting the NSP process was important as it gathered the different institutions to jointly develop a future perspective for the WFCL in the country. When so many institutions are involved it is essential to have someone assume leadership. The Project and SET took on this role. The SET summoned the Steering Committee, but ILO-IPEC was the pillar sustaining, throughout changes in government, continuity and the goal of completing the NSP.

As mentioned in the background section, in 2001 the Inter-institutional Commission against Abuse and Commercial Sexual Exploitation of Children was formally created. It brought together different groups from the government, civil society, business groups and international organizations. Presently it is presided by CONANI, as the main organ in charge of children's issues in the country, and the SET who has obligations under C.182. The Project provided advice, technical assistance and financial backing from the outset. It supported the Commission's activities, in particular, the elaboration of an Action Plan against CSEC.

The Action Plan against CSEC, as the NSP, gathers in one document the required steps in the fight against CSEC. It specifies the obligations of the different organizations and sectors and articulates efforts already underway. It is considered the state's policy on CSEC.

In 2001, the Ministry of Labor defined three overall priorities with child labor being one of them. The pre-eminence of child labor in the agenda of SET has been translated to a clear willingness to cooperate and work alongside ILO-IPEC and assume leadership from the government's side in support of the TBP. For the component on policy and legal review the Project defined as an output the creation of a Child Labor Unit (CLU) within SET. The idea was to have a technically competent team devoted permanently to the subject of child labor. It would assume responsibility for promoting policies and programs aimed at reducing the WFCL in the country and, eventually, most of the initiatives begun by the Project such as the CLMS.

The CLU was formed within the Undersecretary of Labor (Subsecretaria de Trabajo). The Unit did not disappear with the change of Administration in 2004. This was pointed out as proof that the commitment of the DR to the eradication of child labor transcended political affiliations. The Unit is composed of four professionals and a statistician. When interviewed they expressed confidence in the permanence of the Unit within the structure of the SET. This optimism, however, was more subdued in other corners of the SET where there is concern that the CLU is still fragile and its position within the Ministry's framework unclear.

*What is now needed is its institutionalization within SET. Only when this happens will it be possible to assign it funds. It is important that it have its own budget line and that it does not depend on the leftovers from the Undersecretary<sup>27</sup>*

#### *Mainstreaming the TBP into National Policies*

An essential element of TBPs is to mainstream into regular national policies on children's rights, education, employment and poverty. The goal is to insert child labor as an overarching consideration and not a reductionist topic, of concern only to a group of people. The Project encouraged this.

The most important strategies and policies of the country, which integrate the subject of child labor, are: The Dominican Education Strategic Development Plan (2003-2012) which includes an analysis of the impact of CL on desertion rates based on a gender perspective; The Country Common Assessment (CCA) prepared by the UN Country Team which makes reference to CL figures at national level; and the United Nations Assistance Framework (UNDAF) document which defines as a specific output the elimination of the WFCL including CSEC and child trafficking.

In addition, discussions were held to introduce CL as a criteria and indicator in the conditional transfer program SOLIDARIDAD, managed by the SEE. This would have been a clear incorporation of CL in an important anti-

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<sup>26</sup> Interview with the Child Labour Unit at SET.

<sup>27</sup> Interview with a high level official, SET

poverty program but it was not achieved. The reason is linked to two arguments. First, transfer programs frequently have a partisan inclination and the Project was reticent in being seen as having political leanings. Secondly, the weak institutional linkage of the Project with the SEE complicated exploring the possibility further. This weak relationship has hindered a more profound mainstreaming of child labor into educational policies.

Another state social policy is “PROGRESANDO” administered by the Office of the First Lady. The Project engaged this office and they have been active in specific events, such as organizing a motivational workshop for children on World Day against Child Labor. More significantly, the Project and the Office of the First Lady have worked hand in hand in the implementation of direct services for vulnerable groups at local level. In Boca Chica for example, PROGRESANDO provided poor families of children at risk, or involved in CSEC, with income generating opportunities. Project staff considers there is potential for further collaboration in the second phase.

An innovative policy working towards the elimination of child labor was established by the Banco Agrícola (BAGRICOLA) the main government lending institution in the rural sector. The Bank pledged in the NSP to include in their credit conditions a ban on the use of child labor. Today, loans are only granted on the condition that applicants commit to banning child labor and encouraging school attendance. This policy can have a wider impact in the rural agricultural sector, but at the moment it is weak having been adopted voluntarily by the Bank. A bank executive explained that a more formal agreement between ILO-IPEC, BAGRICOLA and SEA would promote stricter implementation.

#### *Institutional Capacities and Responsibilities*

A foreseen output for this component was for institutions to be better informed on their roles and responsibilities when dealing with children. A notable example was the positive change in how the Tourist Police (POLITUR) treats children.<sup>28</sup>

This change was promoted through the collaboration of the Project with the Institute of the Family (IDEFA) and DIGFARCIN. The relationship with DIGFARCIN was controversial since the Armed Forces are not seen as a natural ally in the struggle for children’s rights.

In Boca Chica the Project established an Action Program on CSEC. IDEFA, the executing agency, had experience with family therapy but since it did not have a field presence, had problems identifying children at risk of CSEC. DIGFARCIN for its part was already working in the locality through what they called “labor courtyards” (patios laborales). The courtyards were a physical space offering recreational, educational and sporting activities. They allowed DIGFARCIN a direct contact with children and the capacity to detect specific victims of CSEC or children at risk.

The Project transcended their initial reservations. Partnering with DIGFARCIN has meant access to a sector that is generally left outside the reach of child labor projects, but that with the proper training, can become an important ally. The partnership with DIGFARCIN resulted in a number of positive outcomes. First, DIGFARCIN linked with IDEFA and referred the children they had identified. Second, members of DIGFARCIN were trained as educators. Third, DIGFARCIN helped the Project approach local authorities such as POLITUR.

In Boca Chica it is common for children to roam the streets and beaches. POLITUR would round them up and put them in unsuitable detention centers overnight. They would then release them in the morning and the process would start all over again. The Project recognized that POLITUR had to change their procedures by becoming better informed on their roles and responsibilities. Through the auspice of DIGFARCIN an agreement was reached with POLITUR. Officers from this police force were trained on children’s rights. The environment of the detention centers was improved; detention time was shortened, and children were promptly returned to their families. POLITUR assumed responsibility for treating children adequately.

In Boca Chica the traditional repressive image of the Police and the Armed Forces is beginning to change, and they are increasingly being perceived as protection agents. The Project instead of dismissing these sectors learned how best to work alongside them.

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28 Information from document of Good Practices. ILO/IPEC, Dominican Republic, 2006.



### 4.3 Awareness Raising and Social Mobilization

The intention of this component was to contribute to a change in the knowledge, attitude and perceptions on child labor, CSEC and trafficking. In the Dominican Republic a tacit acceptance of children working meant that awareness raising had to be targeted first at the general public through mass media campaigns. Efforts were then directed at specific sectors such as government officials and journalists.

A society that is more aware of child labor and its negative implications is not enough. This must also reach an understanding of their rights and the responsibilities of government. The Project's strategy of social mobilization stressed two aspects: First, encourage communities and parents to become familiarized with their rights and the obligations of the government. And second, promote a sense among communities that they can become organized and find solutions to the problems of child labor and CSEC in their midst.

#### 4.3.1 Awareness Raising

##### *National level activities*

The Project used the mass media to transmit messages regarding child labor. The purpose was to raise the visibility of child labor and start the slow process of changing the way people perceive and rationalize child work. The idea was to generate rejection where before there was ignorance or even acquiescence.

As part of the commitments assumed as a TBP country, the SET financed and launched a national level campaign in 2001. The catchphrase was "a los niños el trabajo les queda grande" (loosely translated as: "work is too big for children"). The campaign included posters, buttons and exercise books. The posters can still be found in many government and NGO offices.

The other national level campaign in 2004 emerged as an initiative of the Inter-institutional Commission against CSEC. The slogan was "no se vende" (it is not for sale). The agreement was that ILO-IPEC would finance the national campaign and UNICEF the one directed to the outside of the country (with the slogan "in Dominican Republic we take care of our treasures"). The national campaign, apart from sensitizing public opinion, enunciated the penalties, and was directed at local exploiters and abusers. It had a national coverage but focused on cities and tourist areas.

In the early 1990s the communication agency AAA produced a documentary called "A Future in Someone Else's Furrow" "El Futuro en Surco Ajeno" based on direct testimonials from children working in agriculture. A leader of the National Committee of Labor Unions (CNUS) attended an ILO meeting and presented the documentary. The interest generated by the film helped put the Dominican Republic on the radar of ILO-IPEC.

After the Chief Technical Advisor (CTA) arrived, the Project established a formal relationship with AAA. Their expertise with social topics made them ideal partners in the advocacy of the subject through short films and documentaries. Apart from the aforementioned documentary they produced short films on the activities in Azua, on CSEC and on child domestic labor.

As part of the general awareness raising of society, the Project has taken advantage of receptivity in the media and engaged television channels to broadcast these documentaries. For the ones on Azua and on CSEC the Project convened and financed a premier in Santo Domingo. The films were later transmitted in more than 36 channels at different times of the day. The TV channels were given the rights and due to the quality of the films continue to be re-transmitted.

*The broadcast of the documentaries on national chains and local channels reached a high audience. In towns local channels are widely viewed. So it was not only urban sectors that watched the films but also in rural areas. It exposed the problem from a perspective that anybody could understand.<sup>29</sup>*

The documentaries had enormous impact on public opinion. It became clear that communication through audiovisuals was a powerful medium for reaching people's conscience. This is more so when documentaries are not seen as part of the institutional propaganda of an agency but an exposé of a social reality. In the course of interviews for this Evaluation a number of individuals mentioned that the first time they faced the negative and uncomfortable reality of child labor was watching one of these documentaries.

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29 Interview with Adalberto Grullón, producer and director of the documentaries.

*I came home one night a few days before Christmas and watched on TV the documentary “El Futuro en Surco Ajeno” The impression permanently changed my perception of child labor.<sup>30</sup>*

The efforts aimed at positioning the subject of CL and encouraging a discussion at a national level seems to have had results. A widespread viewpoint of interviewees was that the Project had been successful in positioning the topic on the national agenda and influencing the perception of a child working.

*If one looks back 5 or 6 years, child labor was not a topic that generated any type of concern in the country. The sense was that it was not a serious problem. Today there is widespread agreement that it is a problem. The Project was able to highlight the negative and undesirable aspects of child labor.<sup>31</sup>*

*It has been a gradual process. Perhaps what is most interesting is that civil society recognizes and is aware about child labor.<sup>32</sup>*

The Project has not wasted an opportunity when a government agency has shown interest in working together. This is the case with the Attorney General's Office (AGO) and the School of the Public Ministry. The Project benefited from good relations forged with people in key positions. For example the Director of the School, Dr. Aura Celeste Fernandez, has a television program where she invites people to discuss a variety of topics. She has invited the CTA and other Program officers on a number of occasions. This results in valuable television time and the opportunity to expose the problem.

Reaching a wide audience has meant encouraging the media to dedicate more space and time to the subject of child labor and CSEC whilst procuring a more informed and responsible handling of these topics by journalists.

During the life-span of the Project the number of times the subject of CL and CSEC was reported in the media, particularly newspapers, grew substantially. It was mentioned that ILO-IPEC with a lower budget compared to other UN agencies had more visibility and was better able to introduce the subject of child labor into radio, TV and the written media. This capacity was particularly enhanced after incorporating a communications officer in 2003. His personal and institutional links made it easier to reach this group.

The Project stressed the importance of engaging journalists in order to foster a more rigorous and conscientious investigation and reporting of children's issues. It organized workshops in Santo Domingo and Santiago bringing together journalists and individuals from organizations in the area of childhood and adolescence. These events were an opportunity for journalists to network with people from organizations working for children, and receive information and materials (documents, books, videos etc) about child labor in the Dominican Republic. The workshops and the close relationship of the Project with journalists resulted in more news coverage and the news that was reported, to be better documented and informed. Further, a review of newspaper clippings in the past couple of years shows that there has been regular stream of stories on CL and CSEC and not merely a sporadic burst of interest.

*There has been an impact in the media. Good and respectable journalists know what child labor is and can report on it. They are the people that influence public opinion<sup>33</sup>*

With the incorporation of the communication officer it was easier to contact corporate organizations such as the Labor Union of Newspaper Workers and the Dominican School of Journalists. With the support of the Project an informal network of journalists reporting on CSEC and CL was created.

At an institutional level, the elaboration of the NSP served the purpose of raising the understanding and awareness on the subject among public authorities. The many meetings that went into the development of the Plan were opportunities for government and non-government organizations to sit together and discuss the problem of child labor in the country.

*Today if you go to Ministry of Education, the Ministry of Sport, of Youth, the Central Bank etc. there are people that know about child labor and that can talk about it with a good level of knowledge. This is the result of the*

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30 Interview with Cristina Molina, SEE.

31 Interview with Rhadames Mejia, PUCMM

32 Interview with Rafael Albuquerque. Vice-President of the Dominican Republic.

33 Interview with Martin Breton, former Undersecretary of Labour.

*process leading up to the NSP.*<sup>34</sup>

Some of those interviewed expressed concern that the prominence of CL and CSEC in the national agenda may quickly dissipate if ILO-IPEC were to exit today. According to these viewpoints, CL and CSEC have not been completely appropriated by national organizations that could serve as the voice of conscience on CL and CSEC. The risk is that there is still too much reliance on ILO-IPEC to do this job.

*There are many problems in the country and CL is one among them. In the public agenda the topics that stay are those that have a group(s) that are constantly advocating and reminding public opinion. If not attention turns elsewhere. The presence of ILO-IPEC in this regard has been indispensable.*<sup>35</sup>

In the design of the Project two Knowledge, Attitudes and Behavior (KAB) surveys were planned. The rationale of two studies was to have a baseline and determine if the public's perception of child labor changed after the TBP and the Project had been in operation for some years. A change in the direction of more awareness would signal an impact of the activities promoted by the Project. A KAB was carried out by the Pontificia Universidad Católica Madre Maestra (PUCMMM) in 2006. But a country-wide baseline or pre-assessment was not available. Therefore, the results of the KAB offer interesting insights on how Dominican society views CL today but it is not possible to determine if, as an aggregate, this has changed since the TBP and Project began.

The KAB tried to circumvent this limitation using information from Project baselines. For example, the one on tobacco included data on how families saw the participation of their children in this industry. The KAB also used information available in the study on UIW from 2003 and the Synthesis of Baselines from Hazardous Child Labor in Agriculture. It found that in those provinces and regions where APs operated, people's level of information and rejection of child labor was greater.<sup>36</sup>

The Impact Studies of Target Groups found that on average, 75% of interviewed children (all current or former beneficiaries of an AP) did not think it was appropriate for children under 14 to work. Without a baseline or comparison data from children that were not exposed to an AP it is difficult to determine if this figure is high or low. It is interesting to note, however, that in Constanza, the area with the longest presence of ILO-IPEC, 100% of interviewed children were against work for those younger than 14.

In contrast to the achievements in publicizing and reaching large audiences with the topic of child labor and CSEC, the Project was not able to launch a similar campaign and mobilize the same amount of interest with the subject of trafficking and smuggling. Among the principal explanations for this shortcoming is that trafficking is a particularly sensitive topic in the DR, more so than in other countries. Therefore, any initiative requires the backing of the government and the support of other partners, traditionally closer to the issue, such as IOM. From the government there has always been a tendency to circumvent the issue. And in the period that ILO-IPEC looked for partnerships, IOM was undergoing management adjustments which complicated joint initiatives. With such a heavy workload and the need to concentrate on other fronts, the issue of trafficking and smuggling was put on the back burner.

#### *Local level*

Each AP included a component for improving knowledge and awareness among the communities that it served. Rejection has to reach the actual children, parents and communities where child labor is found. Practices will only change if parents realize the risks of sending their children to work and when children demand their rights.

It is laudable that the Project recognized that in DR the problem of child labor occurs both because of poverty and need as well as due to cultural views. They have tried to work on both fronts. Attacking the cultural variant has meant enlisting the help of local opinion leaders.

San Francisco de Macorís is a rice producing agricultural region. An AP was executed by Caritas of the Catholic Church. The awareness raising strategy there included approaching local media and journalists. Journalists have helped expose the negative aspects of children working in the fields. Announcements in local radio stations were made to coincide with the harvest which is the most critical period.

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34 Interview with the Child Labour Unit, SET

35 Interview with Rhadames Mejía, and Oscar Amargos, PUCMM.

36 Interview with Rhadamés Mejía and Oscar Amargós PUCMM.

Each AP has organized a mini campaign. The Project tried to maintain coherence in the message while allowing each community to decide the specifics. Interesting slogans and campaigns emerged which were useful in other areas. For example in Boca Chica the mobilization process developed the slogan: *Son nuestros muchachos!* (They are our youngsters!). It sent out the message that the entire community is responsible for its young people. This campaign was later used in Sosúa and Las Terrenas, other communities with problems of CSEC. A diagnosis found that this catchphrase, which was coined by the community itself, was highly effective and reached people.

#### 4.3.2 Social Mobilization

Awareness among the general public of the rights of children and adolescents is important but not enough. They must feel empowered to demand those rights. Mobilization has been found to assist in this endeavor. The Project supplemented the awareness raising initiatives with mobilization exercises aimed at parents, children, adolescents and the community.

Social mobilization is more difficult than awareness raising. The activities related to awareness imply a passive reception from the population. In contrast, social mobilization requires active participation from the communities.

##### *Social Mobilization in Boca Chica*<sup>37</sup>

The AP in Boca Chica commenced its activities late. Commercial sexual exploitation of children is a complex issue that generates prejudice and rejection. To reach children who are victims or who are at risk requires strong roots and presence in the locality. The implementing agency selected by the Project was one of the first organizations in the country that addressed CSEC. However, its experience has been primarily with family counseling and its presence in Boca Chica was weak. Many months ensued and children, who were to be the beneficiaries of the AP, could not be identified. To their credit, the Project turned the initial obstacles and delays into a learning opportunity. Different options and partners were explored. Boca Chica became a laboratory that generated ideas and good practices for other APs on CSEC. One of these good practices was the social mobilization component.

The Project understood that an element hampering advancement of the AP's objectives was the reduced involvement of the community. The Project developed a strategy to mobilize, educate and organize the community, not only around CSEC, but broadening the scope and focusing on human rights and gender.

The mobilization initiative began with a diagnosis on the perception of CSEC on the part of the community. It then developed and offered a training program for "community multipliers." Finally, these multipliers were supported in the task of reaching out and organizing the community of Boca Chica in repudiation of CSEC.

A diagnosis (a type of KAB) of Boca Chica found that the community did not perceive themselves as part of the problem of CSEC (and therefore could not think of themselves as part of the solution either). The objective of the workshops was to analyze this perception and support a process of making the community responsible for their children and adolescents.<sup>38</sup>

The findings from the KAB helped develop the community trainings. The Project hired a consultant to develop support materials and to facilitate the trainings. The workshop was attended by 50 people.<sup>39</sup> After completing the trainings each of the trainees offered talks in churches, schools and clubs to promote a shared vision of children's rights, transmit the consequences of CSEC, and explain that those responsible for CSEC are the perpetrators and not, as many times it is argued, the children and adolescents.

The consultant produced a booklet to support the work of the multipliers (*Cuadernos de Educación Comunitaria para la Erradicación de la Explotación Sexual Comercial de Niños, Niñas y Adolescentes*). The booklet was written in simple and direct language. It explained basic human rights and gender mentioning the Convention on the Rights of the Child, ILO Conventions on Minimum Age and the WFCL. It addressed the myths surrounding CSEC, the relevant laws in the Dominican Republic and the government institutions that are responsible for defending the rights of children. Finally it discussed how each person in the community could contribute to the eradication of

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<sup>37</sup> Information from document on Good Practices. ILO/IPEC Dominican Republic, 2006.

<sup>38</sup> From Cuadernos de Buenas Practicas. Project of Support.

<sup>39</sup> The criteria to select the 50 individuals included: be a member of a local organisation, and a have s demonstrated commitment to the community.

CSEC by, among other things, participating in “Vigilance Committee for the Eradication of CSEC in Boca Chica.” The booklets provided the information and the instruments to guide people in the demand of their rights. The booklet was later used in Sosúa and Las Terrenas. The language was neutralized and adapted (so there was no mention of Boca Chica or the DR) and was shared with the Latin American Network.

The trained community leaders (or multipliers) organized a major activity on Sunday, November 13, 2005. The mobilization included a manifest against CSEC signed by 150 institutions, from local authorities, community organizations, the private sector and the media.

The activities promoted by the social mobilization component, have been key in changing the way Boca Chica is viewed; from a disarticulated community it is now seen as a model municipality, at the forefront of the national fight against CSEC.

The mobilization work in Boca Chica appears to be sustainable. One year after the trainings, the multipliers continued to be active as spokespersons against CSEC. They were involved in the launch of the documentary on the topic, they participate regularly in a local TV program; and they are invited frequently to schools to talk directly with young people. Presently the team of multipliers operates as a vigilance committee, promoting and defending the rights of children and denouncing violations.

#### *CALs and Local Committees against Child Labor*

A pillar of the approach of social mobilization has been centered on helping set up a chain of committees with the shared goal of reducing the WFCL. The first link, at the field level, is the Local Support Committees (*Comités de Apoyo Local*, CALs). In each community the exact composition is different but usually parents, teachers, religious and community leaders are involved. Their mandate is to publicize among the community the risks of child labor and the importance of education. The next rung up from the CALs is the local committee against child labor, either at municipal or provincial level. These local committees have the same composition as the national Steering Committee.<sup>40</sup> The idea is that each province has a local committee mobilized and working in the fight against CL.

This strategy of social mobilization has now been endorsed by the SET through its CLU and institutionalized through a Ministerial Resolution.<sup>41</sup> The vision of SET is to develop the network throughout the country. The SET has now assumed this task with minimal involvement from ILO-IPEC. As will be discussed later, the CALs and local committees are an important component for the sustainability of Project achievements.

*Child labor is our responsibility. Of course we value, and are grateful for the support of ILO-IPEC. But they cannot be present in all of the provinces of the country. The local committees are a first step in sensitizing and mobilizing at national level from the bottom up.*<sup>42</sup>

The intention is for the local committees to evolve into the natural leaders confronting cases of CL in their region. This includes mobilizing and sounding alarm bells when they come across an egregious case in their locality. The CLU explained that some local committees are already assuming this role. In one example, a CAL helped assemble the provincial government, local CONANI officials and local businessmen to discuss how to deal with a problem of child labor in a larimar mine.

*The society of that Province stood up and decided to do something about this situation. Child labor is too complex a problem to be taken on by one institution only be it ILO-IPEC or our Unit. If society in every town is mobilized to respond more can be achieved. In this case it was a local committee that gave the forewarning on what was occurring in that mine and mobilized local authorities. It is a way of having eyes in more points of the country.*<sup>43</sup>

Talking with CALs in two communities revealed that they have assumed their role as caretakers in the effort to eradicate child labor from their localities. They are aware that the technical and financial support from the AP will cease at some point. Although it is a cause for concern, they are thinking of alternative sources of funds and of engaging the provincial network. They take seriously their job of talking with parents and discussing the negative aspects of CL.

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40 The local committees include representatives of SET, CONANI, SEE etc.

41 Ministerial Resolution No. 37-2005 (September 2005).

42 Interview with the Child Labour Unit, SET.

43 Interview with the Child Labour Unit, SET.

As pointed out by a member of the IA in San Francisco, the CALs have a greater probability of survival because they are not focused solely on child labor problems. They are seen as part of the community, a group that discusses in general the risks and problems of the local children.

*We see the CALs as part of the community, they do not stop only with the problem of child labor, they also have become very involved in the problems facing the community.* <sup>44</sup>

*The network of Local Support Committees is very important. It is the strategy for sustainability and the way to maintain the positive impacts. Impacts will perhaps not be as visible as when you provide direct goods and services but since this activity cannot be permanent this is the best alternative. It develops a responsibility and obligation among the community itself.*<sup>45</sup>

One of the first municipal committee against child labor was created in Constanza in 1999.<sup>46</sup> The role envisioned for the local committee (called REDTI, “network against child labor”) was to support the implementation of the AP in Constanza by, for example, monitoring children working and children that had returned to school. In daily practice, however, these tasks were assumed by the SET and the executing agency. The REDTI, therefore, was left without duties. But the IAs despite programmatic capacities did not have a strong field presence in Constanza and would have had difficulties organizing the mobilization component.<sup>47</sup> After discussion and a workshop with interested local actors, the original REDTI was transformed into an NGO with the ability to implement development and educational projects in the municipality. This NGO filled an institutional gap in the region. It has negotiated funds with the township (ayuntamiento) to continue with the activities begun by the Project.

#### 4.4 The Enabling Environment

An enabling environment is a conjunction of policies, measures, laws and institutions that facilitate the work and efforts toward a particular goal, such as the elimination of the WFCL from the country by a set date. Reaching these lofty goals requires a context that offers the best conditions for success. An environment can be conducive for maximizing efforts towards eliminating the WFCL, or it might be so cumbersome that even well designed and financed Projects fail to have an impact.

Influencing the enabling environment was defined as a priority for the Preparatory Project. Since it addresses some of the causes that allow child labor to persist, actions at this level can potentially have a larger impact on preventing and reducing the WFCL. Efforts at influencing the enabling environment are mainly at a macro level. A Project’s sway over the enabling environment is composed of concrete results (such as financing a review of the legal structure) but also more nuanced (such as facilitating partnerships and alliances.)

As perceived by the Project’s CTA:

*The important changes in legislation and policies occur at a national level. Our job has been of working hand in hand with the key people and institutions within the Administration, those that have decision-making authority and that will give continuity to the process once ILO-IPEC leaves.*

The principal “upstream efforts” included:

- Working towards a better legal framework and its application;
- Forging institutional linkages and partnerships;
- Encouraging the visibility of the issue;

As described above, the Project was essential in pushing for the revision of relevant laws and training the legal operators, which has resulted in a core of lawyers, prosecutors, police officers, and, to a lesser extent judges, who today are better informed about offences against children. The convictions achieved in cases of CSEC, established a powerful precedent showing that victims of this crime can access the justice system. This will

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44 Francisco de Leon. Stakeholder Workshop, November 8, 2006.

45 Interview with Caritas (Pastoral Social) the executing agency for the AP in San Francisco de Macoris.

46 “Red local para la erradicación y prevención del trabajo infantil en labores agrícolas de alto riesgo”

47 The executing NGOs were from the capital due to the absence of NGOs in Constanza with the capacity to administer an AP.

encourage an environment where there is more knowledge and awareness, and where stricter enforcement is more probable.

Establishing institutional partnerships and linkages is a cross cutting element of the entire TBP strategy. At the national level, the Project worked closely with the Steering Committee as the coordinating entity where government agencies, NGOs, business groups and labor unions congregated to discuss and plan joint actions in the fight against CL. The Steering Committee preceded the Project but the Project has played a key role in sustaining its initiatives, providing continuity as well as furnishing technical and financial support.

Apart from the Steering Committee, which had the specific mandate of developing a National Strategic Plan, the Project established working relationships with: the Government, Trade Unions, the Private Sector; and international institutions such as UNICEF.

With the government, the closest working relationship was with the SET. At the start of the TBP, ILO-IPEC and high level officials of SET met continuously and each one knew in detail the activities of the other.

*At the start of the TBP the all activities were agreed by SET and ILO-IPEC jointly. It was a process of learning together. We would meet every week. There was the feeling of facing new challenges together.<sup>48</sup>*

The Project also established productive partnerships with other government entities most notably the AGO, the Police and the Armed Forces. The collaboration with the Police and the Armed Forces is helping to gradually change how these institutions are perceived among the population of certain areas. A police force and military that defend children and that are seen by the population as allies and protectors can have a powerful impact on the enabling environment.

With CONANI, the government institution in charge of children's issues, the Project established close links, even participating as advisor in the work performed by its Technical Advisory Committee and Board of Directors. Nonetheless, CONANI has not been able to effectively evolve from being a service provider to elaborating and monitoring national policies in this area, as prescribed by the new Code of Minors (Law 136-03). Indeed, most of its work since the adoption of the new Code, and in particular with the change of Administration in 2004 has been dedicated to its own institutional restructuring. From that perspective, concrete policies and measures against CL were not taken and the level of response at local level remains insufficient. The relation between the Project and CONANI was close but the Project will need to continue supporting this government entity to encourage a more efficient response.

In the case of SEE the connection of the Project was based primarily on support for teacher training programs. A possible reason might be traced to 2003 when the consulting firm Dev Tech Systems began implementing the Program "Eliminating the WFCL through Education" (Education Initiative, EI). The intention was for both the Project and the EI to work simultaneously towards the goal of reducing the WFCL in the Dominican Republic. At local level the EI would focus on the educational services, in particular the Salas de Tareas (to be renamed Espacios para Crecer, EPC) while ILO-IPEC would continue implementing other components necessary to tackle child labor, such as identification of children, social mobilization, health and legal services, income generating activities, monitoring, etc.. At national level, it was expected that the EI would coordinate with the SEE so that social programs implemented by this institution would reach all children of communities participating in a program against CL and in order to integrate CL issues in its agenda. A letter of agreement was signed between ILO-IPEC and Dev Tech in which they defined the problem of child labor in the DR, the zones of intervention and the responsibilities of each agency. In this "division of labor" it was natural for DevTech to be more connected with the SEE and ILO-IPEC with the SET.

However, this division of roles and responsibilities has not been satisfactory as child labor issues have not been sufficiently incorporated in the agenda of the SEE. For this reason, the Project has already defined as a goal for the second phase, to renew its collaboration with the SEE at central level. At local level, the Project plans to continue using the concept of Salas de Tareas, which have been successful in helping maintain children away from work and in school. They do not discard the idea of using certain aspects of the EPCs but always taking as a point of departure the capabilities of the local schools and communities.

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48 Interview with Martin Bretón, former Undersecretary of Labour.

The formal relationship with the private sector has been through the National Council of Private Businesses (Consejo Nacional de Empresas Privadas, CONEP). The CONEP is part of the Steering Committee and was involved in the development of the NSP. However, the links with the business community were few. This had already been pointed out in 2004 in the mid term evaluation. A few specific businesses did demonstrate an interest in working together with ILO-IPEC and certain initiatives were accomplished, but they were unconnected with each other, so they do not reflect an integral strategy within the business community. Nevertheless, it is worth noting the initiatives of the Project and the private sector as they might offer ideas for the second phase.

- In the batey of Barahona the Manager of Human Resources launched an awareness campaign and trained the foremen. The idea was to foment consciousness and take specific measures to prevent children from being hired as well as ending the practice of children accompanying their parents to work.
- The “it is not for sale” campaign caught the attention of Burger King and a Movie Theatre Company. An agreement of collaboration was signed and they displayed the posters in the restaurants and showed the advertisement before the movies, reaching the middle and upper urban segments.
- Azua is a tomato growing area. ILO-IPEC had a presence in the region and child labor was a “talked about” topic. The tomato companies realized that it was in their interest to stop child labor. A meeting with SET resulted in a commitment by the tomato companies to include in their contracts a clause specifying a ban hiring children. This occurred in 2003. The Project and SET (through its labor inspectors) have verified that child labor in tomato picking has, in fact, fallen substantially since then.

The staff openly acknowledged that the relationship with the private sector had fallen short of their expectations. In particular they identified the National Association of Hotels and Restaurants (ASONAHORES) as an actor to be approached more forcefully and strategically in the second phase. Taking into account that much of the CSEC of minors occurs in tourist areas it is essential to bring on board this group.

When the Government signed the MOU with ILO, the labor unions created “The Labor Union Commission for the Eradication of Child Labor.” Through this Commission and in conjunction with the Project it organized a series of six successive workshops for their affiliates on child domestic work. An interview with the President of CNUS reaffirmed the interest of the trade union movement to continue collaborating.

*We have a political and moral commitment to eradicate CL from the part of the labor unions.<sup>49</sup>*

A national environment that favors the fight against CL requires a basic level of knowledge, understanding and awareness of child labor and its implications. Civil society and organized groups will support actions to reduce CL once they have internalized the negative consequences for children and communities. But in a country where, as some interviewees put it, CL has been tolerated and even tacitly encouraged, a major challenge was to first change this perception. For the Project this included actions to sensitize public opinion and push the issue to a prominent position on the national agenda.

According to many of those interviewed for this evaluation the Project was very effective in helping sensitize the general population and position the subject of child labor and sexual exploitation of minors on the agenda of national priorities.

*If the subject of CSEC is today in a prominent position in the media this can be ascribed to ILO-IPEC. For example, increasingly people know and are aware that child pornography is a crime. It has been an intense work of sensitization and divulgation.<sup>50</sup>*

Today, at the end of the lifecycle of the Project of Support, a good proportion of the population is aware of the negative aspects of CL. This was achieved through publicity campaigns and a constant discussion in the media. Additionally, the government openly acknowledges that the WFCL (although not trafficking) is a serious problem faced by the country and hence a priority.

Another aspect that can have an impact on the enabling environment is the creation of municipal and provincial committees against CL. If the role of the CALs is to prevent CL through community mobilization and

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49 Interview with Isabel Tejada, CNUS.

50 Interview with Frank Soto, Adjunct Attorney General



monitoring, the role of the municipal/provincial committees is to initiate, promote, coordinate and evaluate actions against CL at the local level. The existence of municipal/provincial committees (currently they do not exist in all municipalities and provinces but the SET is attempting to promote their creation) is very conducive to an enabling environment. Child labor as a national problem needs to be recognized, discussed and dealt with not only at a national level but also at mid level, which often has more contact and influence with communities.

#### 4.5 Main Points-The Implementation of the Project of Support

- The majority of planned outputs had been achieved by November 2006. The most noteworthy shortcoming was in the delay or non-implementation of activities from the trafficking and smuggling amendment although the APs in the border regions were executed.
- **Information-** The Project helped expand the body of knowledge on CL and CSEC. The baselines and studies on agriculture, UIW and CSEC deepened the understanding of the specificities of CL. The mapping was used by the government to compile the national list of hazardous work.
- **Monitoring-** A national level CLMS was not accomplished. The time and effort necessary to execute a CLMS was underestimated. It does not depend solely on the efforts of the Project. An effective system that collects information and that refers children to the proper authorities and services requires the collaboration of many institutions.
- Three CLMS pilots were implemented with the collaboration of labor and agricultural inspectors. Enough experience has been gathered to scale up to other regions and eventually country-wide. The Project was instrumental in persuading the SET of the benefits of a CLMS. The SET has now assumed responsibility for implementing the CLMS. In the future the role of the Project in the national CLMS will be solely of technical support.
- **Legislative Strengthening-** The Project sponsored reviews of relevant laws dealing with child labor, CSEC and trafficking of minors. It supported concrete modifications of the laws and engaged Congress to adopt the changes. It trained law implementing agencies such as Police, prosecutors and judges (this last group with less success). It linked with the AGO to achieve convictions in CSEC crimes.
- **Policy-** ILO-IPEC was influential in the process leading to the National Strategic Plan. In practical terms, it financed the facilitation which was essential with so many participants and viewpoints. As foreseen, it is a detailed plan with specific responsibilities, times and goals. The NSP was launched in early 2007. Publicizing the NSP as the national strategy in the fight against the WFCL is important in sending the message that the pending work is now up to the national organizations. It also an opportunity to seize the attention of the media.
- Mainstreaming into national policies has not been altogether achieved. Child labor is addressed in UN assessments such as the CCA and the UNDAF. It is not yet fully integrated in educational policies or transfer programs such as SOLIDARIDAD.
- **Awareness Raising-** National level and local campaigns have made the topic of CL and CSEC visible.
- The idea of having a network of committees in communities, municipalities and province will help to institutionalize repudiation of the WFCL at all levels. The **social mobilization** of the CALs in the sites visited has been useful in convincing parents of the problems associated with children working.
- The involvement of the Project on trafficking and smuggling workshops was relatively circumscribed.
- The Project was instrumental in supporting actions that have produced an **environment** where today it is easier to launch initiatives aimed at reducing the WFCL in the country. Specifically the Project positioned the issue of child labor and CSEC in a prominent place in the national agenda and they contributed significantly to the future improvement of the legal framework. The Project also forged linkages with sectors that need to be part of the fight against the WFCL, such as the labor movement and business. However, with the private sector relations were weak. The Project hopes to rectify this in the second phase.

## 5 The Action Programs

A Project of Support, whilst focusing at the national level, also works in a more direct manner through Action Programs in specific regions. Action Programs have a dual goal: to encourage the withdrawal and prevention of children from the WFCL and to explore different forms of interventions that are suitable for replication in other parts of the country.

The Impact Studies of Target Groups (ISTG) explored whether the services provided by the APs might have contributed to changes in the lives of beneficiaries. An example of this can be the decisions by a family and/or children to go back to school or abandon hazardous work.

The Project of Support coordinated eleven APs. Two were implemented as part of the Preparatory Project, six during the TBP Project and three as part of the trafficking/smuggling amendment.<sup>51</sup>

The national Steering Committee defined that the priorities for the Dominican Republic should be concentrated on urban informal work, hazardous agriculture and commercial sexual exploitation. This was decided due to the breadth and gravity of these types of child labor in the country. The Project of Support, following the lead of the Steering Committee, developed direct action programs focusing on these sectors.

The execution of the APs was carried out by local NGOs. For the Project this meant finding organizations with experience in the sector and/or with a strong presence in the field. On some occasions, however, the availability of local NGOs with a capacity to implement a large scale AP was non-existent. This was the case in Constanza where the Project recruited NGOs from the capital.

The general perception was that the Project was effective in identifying good partners. It was flexible and varied its approach according to the strengths and capacities in each locality.

*In each place ILO-IPEC has tried to respond to the particular needs. They have made an effort to work with local institutions. The Project guided their decisions solely on the credibility of the institutions and not on political considerations<sup>52</sup>.*

In Boca Chica, as explained earlier, the Project selected an implementing partner with a recognized knowledge on CSEC. However, presence in the locality proved later to be more important than specific experience and expertise.

Another interesting impact of the direct action interventions supported and coordinated by ILO-IPEC was their influence on some executing agencies. It was common for certain organizations in the DR working with children to consider work as positive, mainly as a deterrent for criminal and/or “antisocial” behavior. In the specific case of Don Bosco, it gathered children and adolescents to teach them an occupation and increase their chances of having better working conditions. However, the negative aspects of working children were frequently overlooked. This has changed and Don Bosco has now adopted an approach that emphasizes the hazardous nature of UIW, and the importance of school attendance.

As with any direct action initiative the APs in the Dominican Republic faced the challenge of contributing to sustained changes within a relatively short period of time. The short life cycle of the APs was the main complaint of IAs and ILO-IPEC staff. For instance, the Salas de Tareas must be linked with the timetable of the school year. If the APs begin in the middle of the school cycle, the Salas need to wait and then start simultaneously with the school in the next year. For the first results to be apparent, at least two school years of work are necessary, but APs usually last only two years and, in practice, operate for less time. The short life-spans of the APs was one of the most often heard complaint regarding APs.

*Working for less than 2 school cycles does not offer enough continuity if you want to see impact in children.<sup>53</sup>*

### 5.1 The Components of the Action Programs

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<sup>51</sup> A table listing the APs can be found in Annex 6.

<sup>52</sup> Interview with the Child Labour Unit, SET

<sup>53</sup> Interview with ILO-IPEC staff.

To achieve their goals, APs developed a package of services tailored to the group of children and families participating in the Program. A prior appraisal of the locality, including in some instances rapid assessments, helped define the combination of services for each AP. As an example of typical program components, in the rice growing area of Maria Trinidad Sanchez and San Francisco, the AP included 5 main areas of work:

- Awareness-raising and sensitization so communities could recognize the negative consequences of child labor;
- Monitoring and follow-up of families to consolidate knowledge;
- Institutional strengthening to stimulate the development of community networks and contribute to the execution of the APs activities and their sustainability;
- Direct attention through education and health services. This included, for example, the donation of uniforms and school supplies, and Salas de Tareas;
- Income generation activities such as guidance and counseling on saving practices, and facilitation of access to credit.

Most of the Project's APs implemented a strategy that included some, if not all, of the above components. For specific types of child labor, certain APs also included other services. For instance, Boca Chica provided legal assistance for victims of CSEC. In addition, the particular direct attention also varied. Constanza had a strong pre-school element, which was not present in other APs. Some had public health component such as campaigns to rid children of intestinal parasites, a common ailment that contributes to school absenteeism. All APs included awareness-raising components.

### 5.1.1 Educational Activities

The most salient problems of the public school system in the DR include high rates of grade repeat and overage. These are often a consequence of child labor. Working children are absent more frequently, do not have as much time to study and are more prone to falling behind in school. Repeating discourages interest in school and can lead to dropping out altogether. It also produces overage. Despite public education coverage in the Dominican Republic that reaches almost 100%, only 62% of Dominican children enter primary school at the appropriate age.<sup>54</sup> Of all ISTG respondents, 30% said they had at some point repeated a school grade. In some areas such as Santo Domingo this climbed to more than 50%.

The APs, supported by the Project, attempted to address these difficulties and break the vicious cycle through a strategy centering on Salas de Tareas, the donation of essential school supplies and, in Constanza, the support of pre-schools.

The **Salas de Tareas** developed in the early phase of the AP of Constanza and was later replicated in other APs. The concept behind the Salas was to keep children occupied during non-school hours and, most importantly, help them academically with their homework, thus battling desertion and over age. The Salas de Tareas included a physical space and a person qualified to support the children with their homework. Advocates of the Salas clarified that the goal was to maintain the Salas simple in order to complement the formal school.

The most positive aspects of the Salas de Tareas, mentioned by diverse stakeholders, were: their success in providing a safe space where parents could send their children during non-school hours<sup>55</sup>; and the help they offered students with homework, improving school performance. A limitation of the Salas is that it does not include stimulating activities or pedagogic material but merely a space where children are helped with their studies.

*The Salas de Tareas were a very good idea. That is the idea that children come to the Salas instead of being on the streets. Frequently children work because the streets are dangerous and parents prefer them to be working. The drawback of the Salas is that they are not a particularly fun or happy place.*<sup>56</sup>

The development and support of a network of **pre-schools** was one of the most important elements of the AP in Constanza. IPEC staff and other stakeholders consider it one of the principal good practices emanating from

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54 "Panorama Educativo 2005: Progresando hacia las metas" Regional Programme of Educational Indicators (PRIE) funded by the Summit of the Americas. Included in the document on Good Practices.

55 The length of the school day in Dominican Republic is only 4 hours long.

56 Interview with Fernando Ogando, DevTech Systems.

the direct action interventions. However respondents of the ISTG in Constanza mentioned other services, not pre-schools, as having the most positive impact on their lives. A possible reason for this is that beneficiaries might not associate pre-schools with the AP but rather with the public education system.

The pre-school component in Constanza was executed by EDUCA a well known NGO in this sector. The rationale for focusing on early education was manifold. The foremost problem to confront was overage. When children start attending school young, their entry into primary school is usually at an adequate age. In rural areas many children are at risk of working, and incorporating them early to school represents an important first step in the prevention of child labor. In addition, preschools are a space where children in the 6 to 8 year-old age group, who have never attended school, can catch up.

The implementation of the pre-school component faced a number of challenges such as the scarcity of local people qualified in early childhood learning. Later, EDUCA also confronted the problem of finding suitable locations where to set up the pre-schools.

The selection of teachers and their proper training was the cornerstone of the strategy. EDUCA identified 22 young people studying to be teachers from a listing provided by the School District. They participated in a two-day training which included a module on child labor.<sup>57</sup> From this group, ten teachers were selected.

With the implementation of this component, 998 children from 23 communities were integrated into early education. This represented a jump of more than 50% in pre-school attendance in the entire municipality of Constanza. This group included 794 children incorporated to pre-schools at the adequate age (6 years) and 204 between 6 and 8 years old. The older children had never attended school. Participating in kindergarten helped their later insertion and adaptation to primary school.<sup>58</sup> The pre-schools were well received in Constanza. A positive impact of this activity is suggested by a heightened demand for pre-schools in other neighboring areas. A member of ILO-IPEC's DR staff suggested that the pre-schools positively affected the manner in which parents perceive education as a whole.

The pre-school component in Constanza helped battle overage, control overpopulation in primary school classrooms (thus contributing to better quality education), regularize older children that had fallen behind, and influence changes in the attitude of families towards education. Indirectly, preschools had an impact on child labor as young children in school stopped accompanying their parents to agricultural tasks (thus avoided being put to work on these tasks themselves).

Despite its shortcomings documented in the Evaluation of the Constanza AP carried out in 2005<sup>59</sup>, the preschool initiative has proved to be sustainable. The preschools have continued functioning with municipal authorities taking over the costs for the upkeep of the classrooms and teacher salaries.

### **5.1.2 Income Generation Activities.**

Some APs added strategies of income generation to foster the economic development of families. The results and impact of these Income Generating Activities (IGAs) varied considerably from one AP to another, depending on the sector involved and the experience of the Implementing Agency (IA).

In the case of Sosúa, the IA took advantage of an agreement signed between the Office of the Attorney General and the Technical and Professional Formation Institute (INFOTEP) to provide vocational training to vulnerable groups under the auspices of ILO-IPEC. Through this intervention, a total of 160 mothers were trained on income generating skills (such as handcrafts, manicure/pedicure, pastry, etc.). INFOTEP has continued implementing these trainings in a community where no other vocational alternative existed before the arrival of the AP. In Santo Domingo, the IGA component helped mothers of child beneficiaries improve their access to

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<sup>57</sup> The training also included instruction on organization and planning of pre-schools; playing and reading as a strategy for learning; evaluation strategies; and materials to work on self-esteem.

<sup>58</sup> From the draft document on Good Practices. ILO-IPEC Dominican Republic, 2006.

<sup>59</sup> For instance, the design of the intervention did not contemplate the maintenance of the pre-school classrooms and buildings (some do not have sanitary services). Demand far surpassed expectations and could not be adequately served in some communities. For a more detailed description and discussion of the preschool component, as well as the Salas de Tareas, in the specific context of the AP in Constanza please refer to: Roberto Gonzalez, "Evaluación: Combatiendo las Peores Formas de Trabajo Infantil en el Municipio de Constanza, República Dominicana", Febrero 2004, ILO-IPEC República Dominicana.

decent work through participation in literacy classes, vocational training courses (elderly care, child care, and chambermaids); and micro-business programs (small businesses, such as selling of foods and accessories). These activities were implemented together with institutions experienced in IGA. The AP in San Francisco de Macorís is the only one that aimed specifically at implementing an income-generating component and was carried out by an NGO with experience in micro-finance. The micro-finance component helped 237 families of child beneficiaries to receive economic support through the funding of small businesses (mainly pig breeding). The families were selected on the basis of feasibility criteria established by the IA with a special emphasis on profitability and sustainability of the business. To this end, meetings were held with the 28 managing committees at community level to sign the contracts. The aim of the contracts was to guarantee the commitment and responsibility of the parents. A total of 297 family members participated in the functioning of the managing committees. In addition, 225 community members were trained on better methods to access credit and saving services. In the case of Las Terrenas, the AP foresaw the implementation of an IGA for parents of child beneficiaries that included training on micro-business management, strengthening of labor skills, and donations to families to start up micro-businesses. Unfortunately, it was not agreed explicitly that these donations should be in kind and the IA, without consulting ILO-IPEC, proceeded with the donation of cash to 50 parents. With the contribution from the SET, this component was launched again but with national funds and the USDOL money was returned to the ILO-IPEC account.

## 5.2 Results from the ISTGs

### 5.2.1 Sample Population

The results from the ISTGs come from a sample taken in each of the five selected APs.<sup>60</sup> The selection of respondents, when possible, followed random sampling techniques. However, due to difficulties obtaining reliable beneficiary lists and the short time available for the studies, convenience sampling was used in some cases. It is therefore important to realize that the results from the ISTGs are merely *indicative* of trends. They can not be extrapolated or rigidly compared to results of, for example, the numbers for children withdrawn and prevented provided by the IA and the Project.

#### Composition of the Sample Prevented/Withdrawn

	Barahona	Constanza	Sosua	Santo Domingo	San Francisco
Prevented	36	30	13	39	123
Withdrawn	15	60	25	15	80
Total	51	90	38	54	203

#### Composition of the Sample -Gender

	Barahona	Constanza	Sosua	Santo Domingo	San Francisco
Boys	32	52	15	35	107
Girls	19	39	23	19	96
Total	51	90	38	54	203

Of all children and adolescents interviewed, 51% lived with both parents; 27.7% lived only with the father; 10.3% with grandparents, and only 3.4% lived only with the mother. Sosua had the highest percentage of beneficiaries living with both parents (59.1%). The city of Santo Domingo and the border region of Barahona had the lowest percentages of nuclear families of 37.0% and 37.3%, respectively.

### 5.2.2 Perceptions from Beneficiaries of Services

Not all services have the same results. In certain cases, some services have a stronger impact and are more effective in terms of cost-benefit and sustainability. Depending on the circumstances and the context, one approach might be more appropriate than another. A goal of the ISTGs was to enquire which services, from the point of view of participants, had a more perceptible positive impact on their lives and why.<sup>61</sup>

Generally, the beneficiary population perceived the services from the AP in positive terms. Those that rated them as good or very good reached 93%. Only 2.3% said they had been regular and 1.6% bad or very bad.

<sup>60</sup> The details of the ISTG methodology are provided in an Annex 7.

<sup>61</sup> The following results are a compilation from the ISTGs that were carried out in five of the eleven APs.

The services mentioned most often as exerting the biggest positive impact were the Salas de Tareas and the donation of school uniforms and supplies. For example in Santo Domingo the most recognized and valued were the uniforms with 22.2% of total responses followed by 18.5% who mentioned the Salas de Tareas.

In the AP in Santo Domingo respondents indicated that the service that encouraged the most positive changes were the IGAs, particularly the vocational technical training (28.6%). Uniforms and school supplies were also mentioned by both children and parents.

The children interviewed about the ISTGs explained the Salas had contributed to improving their capacities to read and write, to learn more quickly and to get up to date with school activities and homework. For parents, the Salas -apart from helping academically- were seen as a place where children could be safe and occupied during the hours in which parents were away at work.

Results from the ISTGs indicate that involvement in the Salas, apart from helping children do better in school, also seem to be linked with lower levels of work. Amongst the children active in the Salas, 13% were working whereas in the case of those that were not attending a Sala, this percentage jumped to 20%.

The Salas de Tareas have been a successful strategy in decreasing the levels of grade repeat. Participants in the Focus Group Discussions (FGD) explained that children attending the Salas feel motivated to remain in school, which indirectly contributes to fewer children working. In addition, they reported that children in the Salas have achieved a greater integration with basic formal education, are more enthusiastic about studying, and appear more self confident. The facilitators of the Salas also emphasized the positive elements and impacts they had seen in children since their involvement in the initiative.

*Children now are less aggressive; they play more since they do not have to think about work; self esteem has increased; and relations with parents have improved.*<sup>62</sup>

Interviewed children maintained that the uniform (in some cases also shoes, supplies and backpacks) provided by the AP, helped them attend and remain in school (children not wearing a uniform are consistently denied entrance, but the government does not provide them free of charge). The members of the CAL in San Francisco (mostly parents themselves) explained that receiving the uniform meant that families no longer had a valid excuse for not sending their children to school and cautioned that if the distribution is discontinued some children would be sent back to work.

*If the distribution of uniforms, shoes and backpacks stops some families will not send their children to school they will send them to work to get the money. As members of the CAL we will keep on working; visiting house by house, communicating the message and offering encouragement but it is important that this service be continued.*<sup>63</sup>

Parents and children claimed a direct and tangible impact from the provision of uniforms and supplies. Despite this immediate and visible short term effect there is a clear concern for the sustainability of such an initiative. When talking with members of a CAL they appealed for this service to be continued but when questioned further on its long term viability they acknowledged that the community and SEE had to assume responsibility or find other options for funding.<sup>64</sup>

### 5.2.3 Changing Trends

#### *Work*

In the Dominican Republic a commonly held view (or justification for allowing children to work) is that children enjoy working. However, 46% of respondents expressed their dislike for work and, in contrast, only 30% said they liked it. The highest percentage of aversion was in Barahona with 75%.

Although many situations and events come into play to prevent children from working, one way to approximate the impact of an AP is to examine the changing trends in child labor during the time period the AP was in

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62 Interview with a group of facilitators of a Sala de Tarea. ISTG.

63 FGD with the Local Support Committee (Comité de Apoyo Local) Villa Riva, San Francisco de Macorís.

64 Interview with the CAL in Villa Riva, Sección Reventazón, San Francisco de Macorís

operation. To this end, the ISTGs asked each child (through recollection-based questions) if they were working in 2003, before the AP began, and whether they were doing it in November 2006.

The aggregate (in all 5 APs where the ISTGs were carried out) percentage of children that remembered working in 2003, when compared to those working during the ISTGs in 2006, decreased from 36.4% to 18.3%. These numbers are an average from the 5 APs but there were considerable individual differences.

In Barahona and Sosúa, for example, there was a reverse trend. In Barahona in 2003, according to the data from the ISTG, 25.5% said they had been working, whereas 37.3% reported working in 2006. In Sosúa, there was a smaller jump from 23.7% to 28.9%. In contrast, San Francisco and Constanza experienced considerable drops in the number of children working. In Constanza it fell from 49% to 24% and in San Francisco from 37.3% to 7.9%. (Please refer to Annex 10 for all the tables on the individual APs)

#### Work Conditions of Children Today and Three Years Ago-All APs.

¿Three years ago were you working?			¿Today (2006) are you working?					
	Total	%	Yes		No		No response	
			Total #	%	Total #	%	Total #	%
Yes	159	36.4%	41	25.8%	117	73.6%	1	0.6%
No	268	61.3%	37	13.8%	229	85.4%	2	0.7%
Does not remember	4	0.9%	2	50%	2	50%	0	0%
No response	6	1.4%	0	0%	4	66.7%	2	33.3%
<b>Total</b>	<b>437</b>	<b>100%</b>	<b>80</b>	<b>18.3%</b>	<b>352</b>	<b>80.5%</b>	<b>5</b>	<b>1.1%</b>

From those that reported not working, the majority (54%) explained the reason was that they were studying. A smaller percentage (26%) indicated that their family did not allow it. Only a very small proportion (1%) said it was not the season (implying they do work at other times of the year). These results exemplify the importance of school attendance school as a way to reduce child labor.

Of the group of children that reported working in the present (in 2006), the main reason offered was that they were obligated by their parents (32%). A lesser proportion (20%) ascribed it to economic needs and 11% to the absence of a school in their locality. These numbers reveal that APs need to prioritize awareness and communication with families.

Among the children that reported working, 39% said they devote between two and four hours to work. Those that said they only work one or two hours represented 24%. Those that indicated working more than four hours a day were also many, at 23%. A small but worrisome 4% of children said they worked more than 8 hours a day.

An indication that the work carried out by children, regardless of its duration, is hazardous is suggested by the number of workplace accidents. Although the majority (53.6%) said they had never been injured at work, 21.4% affirmed they had been hurt more than once, 16.1% one time, and 9% more than once.

Of the children working in 2003 (36.4% of all interviewed, or 159 children), 25% reported to still be working in 2006 and 73.6% indicated they had ceased doing it. In other words, of the original 159 working children, 117 children had stopped working by 2006 but 40 had continued in the workforce. Unavoidably, some children who had not been working in 2003 began laboring in the three years since. Of those not working in 2003, 13.8% said they were now working, but the majority (85.4%) said they did.

On the whole, the proportion of children working decreased in the three years since the APs were in operation. At the time of this report, despite older cohorts, the proportion of children working was considerably lower. Nonetheless, having 17% of children working is still cause for concern. In some areas this decrease was more pronounced while in others, most notably in Barahona, the numbers of children working today still appears high. Furthermore, Barahona had the highest proportion of children working in 2006 (34%) and also the highest percentage of children saying they disliked work.

From the five APs that were studied, Barahona had an increase of working respondents when compared to 2003. On the other hand, according to Project records, 828 children were prevented and 386 withdrawn from hazardous labor in the agriculture sector through the provision of educational services (enrolment in formal schools, leveling and tutoring classes, uniforms) and health services (medical checkups, nutrition). It is important

to point out that the rise that the ISTG found of children working from 2003 to 2006 in Barahona does not necessarily mean that the numbers of children withdrawn provided by the IA are wrong. First we must consider the possibility that children that were initially withdrawn returned to work after the end of the AP. However, other reasons should be contemplated. The first is that children that were very young three years ago and were not working then, might today be performing some light work (but reported in the ISTG to be working). There is, therefore, an apparent rise in children working from the past to today but under the AP children are prevented or withdrawn from WFCL, not light work. Children might not perceive the difference between these two concepts and report that they are working, and thus the rise in children working.<sup>65</sup> In addition, as explained by ILO-IPEC staff, for the case of Barahona specifically, the ISTG was conducted when the AP had not even completed a year of implementation, which is not a sufficient time to actually create an impact on the working situation of children.

#### *School attendance*

For ILO-IPEC Programs, focusing on education is extremely important. In most cases a higher rate of school attendance results in a lower prevalence of child labor. Of all the interviewed children that reported attending school, 35% also work. But of the children that reported not attending school, 50% work.

In terms of school attendance, a change was also evident in the time period running from 2003 to 2006. While in 2003, 83% said they had been attending school, this proportion increased to 95.2% in 2006. As with work there were also important differences between regions. In San Francisco in 2003, 92% had been attending school but in Barahona only 74%. The differences in education were also evident by exploring literacy. When asked if they knew how to read and write, a proportion between 4% in San Francisco and 1.9% in Santo Domingo answered negatively. However, in Barahona a worrisome 29% of children acknowledged they were not literate. (See Annex 10 for tables detailing literacy and educational level in each AP)

In 2003 the main reason for not attending school was that schooling interfered with work. Of all children that reported not attending school in 2003, the largest proportion (50%) stated that it was because that they had been working. Information from the baseline in Constanza indicated that almost 25% of children that did not go to school said that working was the motive. In 2006, work ceased to be a reason for not going to school. No respondent mentioned that working was the cause for not attending school. Of the small percentage that reported not going to school (5%) in 2006, half (50%) said it was due to the high cost of schooling and 36% because of its remoteness.

#### **Percentage of Children Attending School in Two Time Periods**

	<b>Yes</b>	<b>No</b>	<b>Total</b>
<b>In 2003 were you attending school?</b>	83%	17%	100%
<b>Currently (2006) are you attending school?</b>	95.2%	4.8%	100%

The impacts on the lives of children as a result of different choices regarding work and school cannot be attributed wholly to an AP. Many other factors come into play such as economic improvements in an area or the country as a whole. Nonetheless, the ISTGs did find that that in three of the APs: Constanza, San Francisco and Santo Domingo there was a decrease in the proportions of children working and a parallel increase in school attendance. Although the ISTGs cannot infer project impact, the results can be seen as indicative of positive changes in a group of children who were beneficiaries of APs. In Barahona, a study similar to the ISTG should be carried out but only after at least two years have elapsed in order for impacts to be clearer.

#### *Health and Economy of the Family*

From the perspective of families, IGAs were viewed positively. Those that had received support in this area said they had helped increase the families' income. The ISTGs inquired if parents considered there had been changes in the economic situation and in the health of the household in the three years since the APs had been in operation. A high percentage of respondents (76%) indicated their economic conditions had improved as a result of the services received by the Program. Only 6% considered the situation had worsened and 18% that it had stayed the same. In the health realm a majority also considered there had been improvements (65%). (See Annex 10 for a table depicting these results)

65 A way to cross-check this is to review the number of hours and the type of work performed by children in Barahona but unfortunately more than 80% of respondents did not specify the type of work they were carrying out.



### **5.3 Main Points-Action Programs**

- Interviewed stakeholders agreed that the Project had selected the best possible implementing agencies for each individual AP.
- In general, the services provided by the APs were perceived positively.
- The services that, according to participants, had the largest positive impact on their lives were the Salas de Tareas, the donation of school uniforms and supplies and, in some localities, IGAs.
- Although valued by families, the donation by the APs of uniforms and school supplies has sustainability concerns.
- Among the beneficiary children interviewed for the ISTGs, a lower proportion were working in 2006 than in 2003 (based on recollection). This was more pronounced in some APs such as San Francisco and Constanza.
- The proportion of school attendance increased from what children remembered in 2003, to the time of this evaluation (2006).
- Looking at indicators such as proportion of children working, dislike of work, school attendance and literacy, Barahona falls behind all other regions. This suggests, that Barahona should continue to be a priority in the future.

## 6 Evaluating the Implementation of the Project of Support

As mentioned in the introduction, this Evaluation reviews the implementation of the TBP Project in the DR in light of four criteria: efficiency, effectiveness, impact and sustainability.<sup>66</sup> The Preparatory Project and the TBP Project defined objectives and outputs needed to achieve these objectives. It also established indicators of success for each objective. The following section uses the criteria and evaluates the performance of the Project focusing on the indicators.

### 6.1 The Preparatory Project

The Preparatory Project had six objectives. The first three: enhance the understanding of the WFCL in the DR; improve the capacities of institutions to address the WFCL; and develop a National Strategic Plan (NSP) were to create the conditions for developing, in the near future, a Time Bound Project of Support. In addition it defined two objectives for the targeted pilot interventions: to eliminate the WFCL from Constanza and strengthen the commitment of public and private institutions in the fight against CSEC. As a final objective, the Preparatory Project pledged to develop and implement a pilot child labor monitoring system in Constanza.

#### 6.1.1 Greater Understanding of the WFCL

To accomplish this, the Preparatory Project defined a number of outputs: the creation of a mapping on the WFCL in the DR, baseline studies, an institutional diagnosis, a study of programs operating in the country, a document on recommended legislative reforms and a study on the socioeconomic context of the country

The mapping, institutional diagnosis, sectoral studies and legislative recommendations were all completed. The study on the socioeconomic context was not carried out.

Two indicators were set to help determine if the objectives were successfully achieved:

1. [Wide] coverage by sector and theme of the information gathered analyzed and used;
2. [High] number of initiatives and policies that used this information.

With the inputs expended the mapping was produced on time and the product was of quality. The consulting agency in charge of the mapping had the connections and manpower to ensure geographical diversity (it covered nine regions). The mapping was used in two important national initiatives: The definition by the Steering Committee of the national priorities and the compilation by SET of categories and scales for classification of work tasks as hazardous. The information from the study on CSEC provided a more reliable basis for discussions of the Inter-institutional Commission against CSEC (ICCSEC). On a more localized level, the IAs used the information from the studies on CSEC and UIW, and the synthesis report on hazardous agriculture, to design better and more informed APs in these sectors.

The Project sponsored studies on UIW, Hazardous agriculture, and CSEC. These included all of the sectors and themes that had been identified as troublesome in the DR. They were used by the government and national level groups such as the Steering Committee and the ICCSEC. They helped the design of the Project's targeted interventions. Therefore, the Preparatory Project **efficiently** and **effectively** complied with the two indicators.

The Studies and the mapping produced during the Preparatory Project influenced the manner in which child labor was understood in the country. However, comments from the stakeholder workshop suggest that their **impact** could have been stronger with a wider dissemination and distribution.

#### 6.1.2 Strengthened Capacities of Institutions

The Project defined as outputs to: carry out a dissemination campaign; establish agreements with agricultural sector representatives; form a consultative group on education and child labor; form a high level Sub-Commission of national institutions and international cooperation organizations to support and advise on the development of the TBP; and train NGOs, trade unions and public officials.

To determine success, Project documents outlined three indicators:

1. [Large] Number of agreements signed with private sector organizations
2. [Large] Number of NGOs and trade unions designing and implementing initiatives to eliminate the WFCL.
3. [Large] Number of agencies regularly participating in the Consultative Groups on Education and Child Labor

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<sup>66</sup> The measure of relevance is applied to the design process and is discussed in chapter 3

The rather weak relationship with private sector was reviewed above. It was also a point highlighted in the Midterm Evaluation carried out shortly after the official end-date of the Preparatory Project. There were few agreements signed with private sector organizations, particularly in the period of the Preparatory phase which ran until 2004. In this sense, the attempt to engage the private sector was **not** very **effective**. Of course, the root of this relative failure should also be traced to little interest or conscience on the part of most (thought not all) business groups.

The Project was able to **effectively** and **efficiently** connect with trade unions grouped around the CNUS. The CNUS had incorporated the topic of child labor with the formation in 1997 (before the Preparatory Project) of a Labor Union Commission for the Eradication of Child Labor. For ILO-IPEC this meant that the union movement already had a good level of awareness. The trainings with this sector were **efficient** because the efforts of the Project (particularly by funding the workshops) were carried out in collaboration with CNUS as a willing partner. The **impact**, according to Tejada from CNUS is palpable. Many union leaders are now sensitive to the issue of child labor and they are well versed in the applicable legislation. In addition, responding to one of the indicators of success, the individual unions are motivated and working on their own projects and plans (without the help of ILO-IPEC) to eliminate the WFCL. The labor movement appears to have the capacity to continue working on their own towards the elimination of the WFCL. This is encouraging for **sustainability**.

### 6.1.3 Development of a National Strategic Plan

One of the principal objectives of the Preparatory phase was the development and implementation of a National Strategic Plan (NSP). The other output for this component was the formation of a Child Labor Unit.

To determine if this objective had been reached two indicators were established.

1. [Large] Number of institutions that include national child labor policy commitments in their programs and budgets
2. [Large] Number of agencies and donors willing to participate in the TBP

The Project coordinated and funded the process that culminated with the NSP: In terms of **efficiency** the NSP was not delivered on time. The reason was linked primarily with the political changeovers in the country. However, despite the delay there was widespread consensus that the quality of the Plan is high. For more on the NSP see 6.2.3 below.

### 6.1.4 The WFCL Eliminated in Constanza

ILO-IPEC, together with SET, had been working in Constanza since 1997. The Preparatory Project continued working in this region and established as an overall goal making it the “first municipality free of the worst forms of child labor.” The outputs were: improve access to educational alternatives and health care; operate credit, savings, and vocational training programs; raise awareness in the community; commit Constanza to eliminate the WFCL worst forms of child labor and incorporate child labor elimination programs in local policy

The indicators were linked specifically to the reduction of children engaged in hazardous activities and in the WFCL.

The Constanza Project had a geographical scope (instead of a type of child labor). It accomplished the involvement of many local actors and the firm commitment of the government to continue efforts through educational and health services. The ayuntamiento, according to a former undersecretary of Labor, became fully involved in the goal of eradication.

The Constanza mid-term Evaluation indicated that the numbers of children working decreased in Constanza. An indication of this can be seen from the ISTG where almost 50% of children remembered working in 2003, but only 25% worked currently.

It is difficult to conclude that Constanza is today a municipality where no child works in hazardous conditions. However, the involvement of a wide array of government and non-government entities generated interest and attention country-wide. The awareness of child labor today in Constanza is high. The municipality is seen as a model for replication.

*Constanza was the showpiece in the fight against child labor. Before Constanza equaled child labor now it equals fight against child labor.*<sup>67</sup>

Stakeholders interviewed maintained that the AP in Constanza used its resources **efficiently**. The pre-school component together with IGA, went a long way towards prevention. The sensitization and awareness raising contributed to the withdrawal of children. In a more general sense, the visibility of Constanza at a national level and the concept of a municipality free of child labor was **effective** in mobilizing the support of local leaders, officials, business people etc in furthering overall Project objectives.

In terms of **sustainability**, there is commitment in the community and support from agricultural producers and the private sector. The government at all levels has identified with the objectives of the AP. Children withdrawn and prevented as well as other children at risk have a higher probability of being kept away from child labor because in this region the issue of child labor has such a high profile. Government officials, parents, teachers and leaders are conscious of the dangers of child labor. They are also proud of the positive portrayal of Constanza. Some of the services launched by the Project, in particular, pre-schools have been assumed by the Dominican state. However, shortages of funds continuously threaten the long term viability of this educational service.

#### 6.1.5 Commitment to Prevent and Eliminate CSEC by Public and Private Sector Institutions

The Preparatory Project established as outputs the support of a national system for the protection of children from CSEC; and the implementation of a targeted intervention in Boca Chica which would prevent and withdraw children in this locality and prosecute exploiters. The indicators of success were defined as:

1. [High] Number of children withdrawn and provided protection services using a new intervention model;
2. [High] Number of actions designed and initiated by key institutions on the elimination of CSEC outside the Project;
3. [High] Number of children targeted by key institutions that have been strengthened by the Project

The AP in Boca Chica was **efficient** in withdrawing and reaching children by means of an innovative model that used the field presence of DIGFACRIN (and the concept of the patios laborales and playas recreativas)<sup>68</sup> The AP identified 109 children victims or at risk of CSEC. Sixty of them were referred to the AP implemented by IDEFA, exceeding the original goal by 50%.

DIGFACRIN was instrumental in promoting an agreement with POLITUR which, with the support of the Project, trained their officers on how to better treat children at risk or victims of CSEC. Therefore the numbers of children appropriately managed by POLITUR (a key institution) grew as a result of the strengthening activities of the Project.

Also in terms of **efficiency**, it is worth noting that the implementation of the AP faced important delays. A lesson learned was that, particularly when dealing with CSEC, the implementing agency must have prior field presence.

The AP in Boca Chica, by obtaining convictions of sex offenders, was **effective** in sending the message that this crime would not be tolerated in the Dominican Republic and, therefore, furthering the Project objective of eradicating commercial sexual exploitation of children (a type of WFCL). The **sustainability** of the Boca Chica Project is founded in its successful model of community mobilization.

#### 6.1.6 Implementation of a Pilot CLMS in Constanza

The Preparatory Activities established as an objective the development and implementation of a community CLMS. The idea was that the community CLMS would provide lessons for a national level monitoring system. Three indicators were defined:

1. [Wide] Coverage (by sector and theme)
2. [High] Number and quality of monitoring reports produced
3. [High] Number of follow-up actions taking as a basis information provided by the monitoring system

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<sup>67</sup> Interview with Martin Breton. Former undersecretary of Labor.

<sup>68</sup> Please refer to the Document on Good Practices for a complete narrative of what the *patios laborales* and *playas recreativas* entailed.

In terms of **efficiency**, the community CLMS was not developed on time. As discussed above, bringing together diverse government institutions to contribute to a CLMS was a drawn out process. The pilots were eventually established in three areas, including Constanza. The pilot coverage was larger than originally planned by including also Azua and San Francisco de Macoris. The pilots were **effective** in offering lessons and suggestions for a national system.

## 6.2 The TBP Project

The TBP Project enunciated four immediate objectives. The development (or high level) objective is to contribute to the elimination of the WFCL in the Dominican Republic.

### 6.2.1 Awareness of Children's Rights and the Negative Consequences of CL

The goal was for awareness to permeate key sectors as well as society at large. The outputs included the production of reports on the WFCL; the design and implementation of an awareness raising campaign (on CL and later on trafficking and smuggling as part of the amendment); and the training of journalists and opinion leaders.

Two indicators of success were established for this component.

1. [Heightened] perception of child labor in key sectors of the society and in public opinion
2. [Increased] media coverage of child labor issues

As a means of verification a KAB survey (both after the project and before) would look into changes in perceptions. The Project would carry out an assessment of journalist's knowledge and sensitivity towards CL.

In terms of **efficiency** the media campaigns supported by the Project have reached large audiences. Linking with the government and having joint campaigns meant that through the state apparatus the messages could reach more people (for example all children received notebooks with a cartoon alluding to CL). The Project's media partner AAA produced quality films that are still transmitted by national and local TV stations (thus reaching the general public opinion).

In terms of **effectiveness** the outputs for this component-the large scale and localized media campaigns; the presence of the subject in TV and radio; the documentaries; and the articles written by well informed journalists have contributed to the objective of increasing awareness among society. The Project, according to a number of stakeholders interviewed, agreed the Project had been successful in placing the topic of child labor in the national agenda.

A good relationship with journalists was achieved through the trainings and workshops. These contributed to a sustained presence of the issue in newspapers and magazines. Interviewees confirmed that the number of newspaper and magazine articles had increased since the Project begun work in this sector. Importantly the manner in which CL was treated had changed. Before, for the sake of a note children would be improperly exposed or the topic of CL and particularly CSEC used to lure readers. A review of articles by the Project's communication officer confirmed that the issue was now presented in a responsible manner.<sup>69</sup> With relatively few resources which were used for trainings and networking with journalists and opinion leaders, the Project **efficiently** improved the quantity and quality of reporting on CL and CSEC.

The post Project KAB Survey found that 40% of the population rejects child work. The other 60% indicates that minors can be part of the labor force only if it does not interfere in any way with their schooling. In addition 86% rejects involvement of children in any activity that could be harmful to their health.<sup>70</sup>

Child labor is now part of the national agenda of discussion and stakeholders from diverse sectors and regions (both in cities and small towns) confirmed that people today are at least aware that child labor may carry

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<sup>69</sup> Interview with ILO-IPEC's Communication officer.

<sup>70</sup> Taken from: KAB Survey, "Percepción de la Sociedad Dominicana sobre el Trabajo Infantil", Santo Domingo, June 2006, PUCMM. Unfortunately it was not possible to have a "before" and "after" perspective as a full scale KAB was not conducted pre-Project.

negative consequences. Linked with a change in attitudes, the issue of CSEC is now being discussed from the perspective of sanctions for offenders and not of getting children out of the streets.<sup>71</sup> This degree of knowledge and receptivity to the issue of CL and CSEC was not reached for trafficking.

In terms of **sustainability**, the trainings and contacts with journalists guarantee that CL and CSEC will continue to be reported in a responsible manner. Nonetheless, concern was expressed by some interviewees that maintaining awareness of child labor as a national concern still requires the active promotion of ILO-IPEC.

### 6.2.2 Production and Update of Information on Children involved in the WFCL

An important goal of the Project was to help establish mechanisms so information on CL, CSEC and trafficking would be constantly collected and analyzed. To this end, a National Child Labor Monitoring System (SINAMOTI) and an Information System on CSEC and Trafficking would gather information from across the country but also, importantly, incorporate systems for referral of cases.

The Project document defined three outputs to reach the objective: the creation and operation of a SINAMOTI, the creation and operation of an Information System on CSEC and trafficking and the incorporation of child labor indicators in national surveys.

To gauge success in this area two indicators of success were set:

1. The coverage of the monitoring systems. That is the proportion of children involved in a WFCL that are being regularly monitored.
2. Number of cases brought to protection agencies or to relevant institutions based on the information provided by the monitoring system

In terms of **efficiency**, there were delays in delivering the pilot community monitoring system and in operationalizing a national CLMS. CONANI was responsible (with the Project's technical support) for developing and launching the information system on CSEC and trafficking. This arrangement was **not efficient**. CONANI was unable to fulfill its obligations. Information on children at risk or victims of CSEC was gathered in Boca Chica as part of the AP. This can serve as an example for the national system.

The pilots were very useful as a frame of reference to develop a SINAMOTI but since they were circumscribed to a few localities they were **not efficient** in reaching a large proportion of children involved in the WFCL or in referring many cases to protection agencies. In this sense, the two indicators of success are still pending the introduction of a full scale SINAMOTI in the second phases of the Project. The data bases and software to manage the new information are now in place. However for the monitoring system to contribute fully to the objective it is important that other government entities collaborate (such as SEE).

In terms of **effectiveness**, the incorporation of child labor indicators into bi-yearly household surveys will result in aggregate data being gathered regularly.

In terms of **sustainability** systematic and long term aggregate data collection on child labor appears to be guaranteed by including child labor indicators in regular household surveys. There are encouraging signs of sustainability of a future SINAMOTI as CLU has assumed its responsibility.

### 6.2.3 Institutions Capable of Enforcing the Law and Implementing Programs and Policies

The foreseen outputs for this component included national institutions with a better knowledge of their roles and responsibilities; public officials trained on the laws and regulations regarding CL; the development of a NSP and a National Plan against CSEC; and the documentation of lessons learned and good practices.

To measure success Project documents established four indicators:

1. [Better] planning and implementation capacity of key (trained) institutions;
2. [Large] number and type of institutions using the National Plan as the policy framework for their work against child labor;
3. [Large] number and scope of coordinated initiatives against the WFCL initiated outside Project scope;

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<sup>71</sup> From the document on Good Practices

4. Effectiveness of the National Plan for the Elimination of WFCL and the National Plan against Commercial Sexual Exploitation of Children

The Project was **effective** in improving the capacities of key institutions. The trainings aimed at developing the knowledge and behavior of public authorities was comprehensive. It reached the judiciary, the Armed Forces, congress, police, journalists, labor inspectors, teachers etc. For example, labor inspectors from SET are now able to identify child labour and know the proper referral and legal course of action. It was **efficient** and **sustainable** as it has progressively transferred the cost and facilitation (know-how) of the trainings to public agencies. For instance, the School of the Attorney General's Office is now responsible for the training of prosecutors and the Police. It has cultivated multipliers- people who now have the technical knowledge and expertise to teach courses on CL and CSEC. Linking with UNIBE allowed, with relatively few resources, to access good quality legal support for the cases of CSEC. .

The NSP was not achieved according to the original schedule. However, the process of developing the NSP was **efficient** as it incorporated a large number of institutions (21 institutions -See Annex 9). These same institutions are using the NSP as a framework for their activities. Stakeholders agreed that the document is of a high quality and includes clearly defined commitments and responsibilities for each institution. The NSP was mentioned as an achievement that will promote the **sustainability** of the fight against the WFCL by extracting specific pledges for future work, and can potentially have a large **impact** in the fight against CL in the DR by being the frame of reference for all actors involved.

In terms of **sustainability**: The completion of a NSP offers a common vision for the future and outlines specific responsibilities. The SET has taken on the challenge to follow up on compliance with obligations. The creation of a CLU and its survival through a change of government is a signal of long-term commitment. However, the CLU it is yet to be institutionalized in the organizational structure of the SET. The CLU has progressively taken charge of Project activities such as the CLMS. Therefore sustainability of some Project achievements would be at risk if the CLU disappeared.

#### 6.2.4 Children Withdrawn/Prevented from Entering Hazardous and Exploitative Forms of CL

The prevention and withdrawal of children in specific regions through direct action interventions is an important component of any Project of Support. It reveals the best strategies for removing children from hazardous work, and steps that can help prevent other children, including siblings, from joining the workforce. The outputs for this component included establishing a community CLMS; improving school enrolment and retention; offering vocational training; helping develop alternative IGA; and increasing awareness and mobilization against the WFCL:

Five indicators of success were defined during Project design:

1. [Decrease] Number of working children in selected worst forms and districts
2. [Increase] Number of working children withdrawn from work / rescued from sexual exploitation and rehabilitated by the project
3. [Increase] Enrolment rates for children targeted and for total child population in selected districts
4. [Decrease] Drop-out rates for children targeted and for total child population in selected districts
5. Promotion rates for children targeted and for total child population in selected districts

According to Project documents and IA reports, targets were **efficiently** and **effectively** reached for all five indicators mentioned above. The monitoring of targeted children (to verify if the numbers of withdrawn and prevented) is based on a "watch dog system" at local level. Community leaders, school teachers, labor inspectors (in the case of agriculture, i.e. Constanza) and law implementing agencies (in the case of CSEC) were involved. Evaluations made at local level testified there is a higher enrollment and participation rate of children in schools and a reduction of children in workplaces. Also interviews of community members on perception of CL mentioned there are more children at school and fewer engaged in WFCL. Therefore, the numbers of withdrawn and prevented reported by IAs appear to be accurate.

## 7 Lessons Learned, Good Practices and Sustainability

The Project of Support worked at many levels and with many partners. Looking back it is important to consider what could have been done differently and underline the good practices that may nurture future projects.<sup>72</sup> Highlighting good practices is important because it offers insight on what worked well in a certain context and what, perhaps with certain modifications, may be applied elsewhere.

### 7.1 Lessons Learned

#### When trying to establish a CLMS

- It was not realistic to expect the development and execution of a national CLMS in the time frame established by the Project's documents. A successful CLMS requires first establishing working relations with relevant national authorities (those that will gather the information for the CLMS); then progressively introducing these authorities to the concept and the added value they can expect from a monitoring system; and finally negotiating how each organization will contribute to the CLMS. In the Preparatory stage a Project of Support should concentrate on establishing positive working relationships. This is the foundation for the development of a CLMS later on.

#### When Working with Implementing Agencies

- In Boca Chica, IDEFA was enlisted to execute the AP. IDEFA was one of the first organizations to address the problem of CSEC in the DR and had a strong family therapy component. Nonetheless, its lack of field presence and contacts complicated the identification of beneficiary children and families. Particularly in an AP dealing with CSEC the executing APs need to have a prior presence in the locality.
- Frequently the region where a Project plans to implement an AP does not have NGOs with executing capacity. Other NGOs from the capital or provincial centers need to be enlisted. Experience from Constanza and Boca Chica showed that when this is the case at least six months of adaptation, which includes establishing its presence, is required.
- Initially, the Project could not issue checks and the disbursements for IA were constantly delayed. These financial deferrals, apart from delaying the entire timetable of an AP, sometimes negatively influenced future relations with IAs. Establishing a financial system in which the Project itself (and not regional or international offices) can disburse funds in a timely manner should be seen as a priority as it can have important impacts (negative or positive) with partners.

### 7.2 Good Practices

#### Awareness Raising and Social Mobilization

- **Enlisting a communications officer as part of Project staff.** It is difficult to summon journalists but this was facilitated by having a journalist inside the team. The communications officer knew who to contact and how to position more efficiently and with fewer resources the issue of CL and CSEC in the media. When the topic is continually present in the media it is easier to put into motion initiatives and bring on board other partners.
- **Developing an awareness raising campaign as part of the mobilization process.** In Boca Chica the community itself proposed the "they are our youngsters!" campaign. It proved to be a particularly powerful slogan (more so than if it had been developed by a professional advertising agency) that was used in other areas. It is a good idea to take advantage of a mobilization/training such as the one in Boca Chica to enlist the help of the population to come up with different strategies and catchphrases for communication.
- **Finding and establishing a relationship with an independent film or documentary making company.** The relationship with AAA was mutually beneficial. The documentaries were of a high quality and were transmitted on national and local chains. People consistently talked about them. For AAA it has meant exposure and for ILO-IPEC the long relationship means they can turn to AAA when they need a film

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<sup>72</sup> A good practice is an initiative that is innovative, creative and made a difference.



whether it is for a targeted campaign or as internal consumption. AAA already knows about CL and CSEC and how to approach the subject in a responsible manner.

- **Supporting the Local Action Committees as part of a mobilization strategy.** The CALs are the ones that keep the issue of child labor alive in a community. Their concerns exceed merely child labor; including health issues, schooling, transport and security for their children.

### Policy Development and Legislative Review

- **Partnering with a Law department (UNIBE).** The strategy with UNIBE was manifold. Apart from offering the services of lawyers, it developed training programs for those with the responsibility of applying the law (e.g., Police). Additionally, students were encouraged to develop thesis and research projects on CSEC. Changes in curricula in its law department implies that one University (even if it is not a large public university) already incorporates offences such as pornography and CSEC to its regular courses. A Project of Support should consider partnering with a University from the outset.
- **Establishing links with well respected jurists.** The Project identified individuals in the law profession with a personal interest in children's issues. As consultants they produced high quality proposals of reform for the laws and Codes dealing with children. They also developed a personal interest and commitment to the fight against the WFCL. Their influence, although difficult to quantify, can be considerable.
- **Emphasizing the importance of achieving convictions on CSEC.** Even if numerically convictions are still few, it has had far-reaching impacts as a precedent. In addition, the subject is now talked about from the perspective of the sanctions to exploiters and not only as the "rescue" of victims.
- **Offering an institutional presence during the legal process against sexual offenders of minors.** Although not a specific activity, the staff of the Project made it a point to be physically present throughout the legal proceedings. For victims and prosecutors having the institutional backing and presence of an international institution was helpful.

### Information Development and Monitoring

- **Using already established procedures for a CLMS.** If a CLMS demands a radical change in the type of information gathered or in the way of gathering it, it runs the risk of being rejected by those same institutions that need to be involved. The CLMS pilots emphasized building on what the labor inspectors and agricultural extensionists are already doing, but adding an awareness of child labor and a few core questions. Information gathering must be kept simple so that the operators on the ground are willing to assume the extra tasks.
- **Information system on CSEC.** The Project defined as an output the creation and operation of a monitoring system for CSEC. CONANI had responsibility for the design and implementation of this system but could not set it up. Despite this drawback, the Project endorsed an experiment in Boca Chica that can be replicated elsewhere. Through the collaboration of institutions working on the ground, such as DIGFARCIN, IDEFA, POLITUR and the Proyecto Caminante, a referral card was developed. This allowed the preparation of one overall listing of children at risk of CSEC in the region of Boca Chica. This information is now being used by other institutions working on the issue. The method used in Boca Chica could be replicated in other areas with a high incidence of CSEC. The information contained in the referral cards can also shed light on the types of risks and the modalities of CSEC.

### Institutional Linkages and Institutional Strengthening

- **Developing partnerships with the armed forces and/or police.** Despite initial reticence, involving the military had a number of positive outcomes. DIGFARCIN helped get the AP in Boca Chica moving by identifying children and convincing the Police of needed changes. Although the success of this relationship can be at least partly ascribed to the personal interest of the general that was in charge of the DIGFARCIN, the modalities of the relationship could be disseminated so other Projects of Support explore links with this sector.
- **Helping and encouraging the REDTI in Constanza to become an NGO.** Institutional weakness in Constanza meant that NGOs had to be imported from the capital to execute the different components of

the AP. A REDTI with people from the local government, banks, the church, etc. was formed. They understood that to have more impact they needed to change their structure and legal status. With the help of the Project they were transformed into an NGO. They now have the capacity to implement development projects. This has improved the lack of institutions in the region with operational capacity

- **Following the lead of national institutions and priorities.** The Project was very conscientious in following the lead of the Steering Committee regarding the priorities for the country. This encouraged a sense of ownership. There is a clear signal that it is Dominican institutions which identified the worst forms of child labor in the country.

### Action Programs

- **The Salas de Tareas** are recognized in many circles as an innovative idea that has really had an impact on reducing the numbers of working children, school attendance and overage in their areas of impact.
- **The pre-schools in Constanza.** Offering good quality pre-schools encourages entering school at an appropriate age. This positively impacts overage which, in turn, is an important motive for desertion of school and entrance into the workforce. By instilling early, in parents and children the importance of school, future problems are reduced.

## 7.3 Sustainability

A TBP Project of Support has a limited period of execution. From the outset it should promote conditions that will ensure a proper exit. Sustainability at the national level demands two basic premises: political commitment of the highest order; and mainstreaming of child labor into the broader framework of national priorities.

As the Project of Support concludes, there are indications that the long term continuation of the fight against child labor is well entrenched and will not require the presence of ILO-IPEC. However, other circumstances warn that the long term integration of the TBP into national priorities is still shaky and that the departure of ILO-IPEC, at this juncture, would be premature.

### 7.3.1 Positive Signals for Sustainability

One of the strongest indications of the sustainability, not only of Project initiatives but of the TBP itself, is the high level interest and explicit political commitment of the government. This has transcended political leanings, since the TBP was negotiated with one party in government and a change in 2004 did not alter its involvement. As an example, the current Vice President, before assuming this position, collaborated with the Project on a legal review and has displayed a personal interest on the subject. The two major political parties include individuals that have been linked with the Project and that if they were to again assume positions of power would continue to support the eradication of CL.

The completion of a National Strategic Plan with explicit commitments from sixteen government entities is an encouraging signal that child labor will be integrated into the plans and operations of the Dominican government.

Some voices argued that the commitment of the government is not as sturdy as it might appear. A commitment is only effective if there is money to back it up which is not the case in the Dominican Republic. Nonetheless, a reason for optimism is a provision in the new law governing children's issues (Law 136-03) which establishes that 5% of the budget of the township (ayuntamiento) should be invested in children's issues.

The creation of the Child Labor Unit within the SET is another reason for optimism. The small but professional staff has assumed the support and management of important Project activities such as the CLMS and the supervision of the CALs and REDTIs. When asked, they believe the existence of the Unit is not at risk. In fact, if anything, they consider the Unit is becoming stronger.

*At the beginning the Unit only had two or three people. Now we are ten individuals. The Unit has definitely been strengthened.<sup>73</sup>*

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<sup>73</sup> Interview with the Child Labour Unit.

The formation of CALs and Local Committees against CL constitutes one of the most important Project legacies that will ensure its sustainability. At a localized level the CALs continue to disseminate the message of the negative aspects and consequences of sending children to work. There have also been examples of successful articulation with the Local Committees to bring to the attention of authorities a problem of child labor in a mine. If the CLU continues to support their activities they can be the backbone of the fight against child labor.

More specific examples of initiatives that were supported and backed up by the Project, but no longer need its sponsorship, are the trainings at the School of the Attorney General's Office. The modules developed by the Project (through the UNIBE AP) are now a standard part of the curricula. For their part the Project made it a point to train and abet "multipliers" - individuals in the country who now have the skills and knowledge to impart workshops and courses on the WFCL, CSEC, and to a lesser degree trafficking and smuggling.

The creation of a specialized unit on CSEC and trafficking at the Attorney General's Office was an initiative of the government. But the Project understood this move was consequential and helped to reinforce it.

*In the Attorney General's Office the subject of CSEC of minors has become integrated and this is independent of whether ILO-IPEC stays on or not.<sup>74</sup>*

A change that would boost sustainability, according to the Adjunct Attorney General, is if the jobs of judges were unmovable. Then judges that have training and knowledge on CSEC and are posted to areas where this type of crime is more common would not be moved every four years.

Among interviewees there was almost unanimous opinion that the Project had been fundamental in pushing the issue of child labor to a prominent position in public opinion. This, it was argued, promoted sustainability as many sectors were aware of the problem and would not easily forget it. There was also agreement that the problem of child labor and CSEC was now a part of the national agenda and on the list of priorities of the government. Disagreement arose, however, on whether the Project was still needed to sustain this prominent position.

*Child labor is a topic in the agenda of this government but more importantly on the national agenda. As a national topic it includes the participation of civil society and the government.<sup>75</sup>*

### 7.3.2 Risks to Sustainability

Despite an almost unanimous perception that there have been enormous strides in sensitizing public opinion, government (national and local), the media, NGOs, etc, and that this has a positive impact on sustainability, many of those interviewed insisted that the exit of the Project today would have detrimental effects on what has already been achieved. The following quotes illustrate the low confidence in national institutions to continue advocating the issue.

*The presence of ILO-IPEC is still needed. The topic of CSEC and CL are already in the national agenda but it has not yet been appropriated by national actors nor is it reflected in public policies<sup>76</sup>*

*We still need the Program. The subject of CSEC and WFCL still needs the guidance of an international organization. The ILO-IPEC Program has the moral stature and they are listened to. The time is not ripe to leave yet.<sup>77</sup>*

*Even if the issue of CL and CSEC is now well positioned, it is still necessary to have an external agent to continue pushing it and advocating for it.<sup>78</sup>*

*The issues are placed on the national agenda depending on the strength of the groups that promote them. In this sense the presence of ILO-IPEC is essential. Its presence guarantees the issue will continue to be in the agenda.<sup>79</sup>*

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<sup>74</sup> Interview with Frank Soto, Adjunct Attorney General

<sup>75</sup> Interview with Rafael Albuquerque. Vice-President of the Dominican Republic.

<sup>76</sup> Interview with Esther Wong, CONANI

<sup>77</sup> Interview with Aura Celeste Fernandez. Director of the School of the Attorney General's Office

<sup>78</sup> Interview with María Elena Asuad, UNICEF

<sup>79</sup> Interview with Rhadames Mejia, PUCMM.

The Dominican Republic is a country with huge institutional deficiencies, and to make sure that the issue is incorporated in one Administration after another, it requires an agency that can offer that continuity. This role has been played by ILO-IPEC. At this point, according to many, there are no guarantees that once international pressure subsides the government will continue to prioritize CL.

*This does not mean that authorities are insincere when they assume the topic, but having ILO-IPEC is the daily reminder.*<sup>80</sup>

On another front where there was disagreement was on the financial commitment of the government. Whereas some see an improvement, others consider that sustainability is endangered since the government is not offering the economic support needed.

*The commitment of the government has not reached the budget. The money continues to come out of ILO-IPEC.*<sup>81</sup>

Some individuals in the AGO were confident that the capacities and drive to confront CSEC are now well entrenched within the Office. Others, however, were more skeptical, arguing that if ILO-IPEC were to exit today carrying out the activities, it would be an uphill battle, particularly in the training of the specialized prosecutors and the specialized police.

*It is not the moment for ILO-IPEC to leave. A lot of new activities such as the creation of new bodies within the AGO mean that at this point we still need the backing of international institutions. A strategy of exit requires the strengthening of the institutions for still some time. The government has to show its support in terms of budget but this is still weak.*<sup>82</sup>

In terms of sustainability, another worrisome issue is that the CLU's position within the institutional framework of the SET is frail. Although the members of the CLU themselves did not express this concern, other individuals with a more general insight into the Ministry argued that the lack of a precise budget line may compromise their capabilities and even existence in the future.

The Project conscientiously took steps and made decisions, as implementation progressed, to promote the sustainability of the outputs achieved. There are positive signs that government institutions have assumed the responsibilities and that it is now well entrenched in the public's mind. However, the evaluating team also found a deep mistrust in the abilities of national institutions (including the government) to assume the challenge in the long term.

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<sup>80</sup> Interview with a government official.

<sup>81</sup> Interview with Rafaela Burgos, IDEFA.

<sup>82</sup> Interview with Marisol Tobal, Attorney General's Office.

## 8 Recommendations

An evaluation is fundamentally a learning opportunity. The following recommendations have the intention of offering ideas, and suggestions for similar Projects in other countries and, to a lesser extent, for the second phase of the Project, which began on January of 2007.

### Design

- A Preparatory phase for a TBP Project of Support is useful. It is an opportunity to learn about the institutional landscape, establish linkages and generate necessary information. But it is not realistic to include the development and conclusion of some activities such as a child labor monitoring system or the full development of a National Strategic Plan. A CLMS requires preparatory work in the form of extensive negotiations and discussions with relevant government institutions. For the NSP to be truly participatory, it demands a long process of consultation.
- The plans for a development of the National Strategic Plan did not take into account the delays produced by Dominican elections and a possible changeover of the political party in power. Any future phases have to consider that every four years elections absorb much of the attention of the government and joint initiatives have to wait until the political process is over.

### Information Development and Monitoring

- Participants in the Stakeholder Workshop pointed out that the studies produced by the Project (such as the one on UIW) were of a good quality but they had not been sufficiently disseminated. Although this weakness has been partly solved since the incorporation of the communications officer, it is important to expend more effort and time not only in producing studies but also in disseminating them.
- To plan a more coherent and effective strategy of work with the private sector we suggest financing a study that gathers the different (but disconnected) initiatives that both ILO-IPEC and other organizations working to reduce CL and CSEC have had with the private sector. These good practices when working with the private sector could also include experiences from other TBP countries.
- The basic software and instruments for the management of the information from the child labor monitoring system are in place. However, it is necessary that the Project, in the second phase, continue to offer technical assistance to the CLU

### Policy Development and Legislative Review

- A specific activity for the Project in the II phase could be to divulge jurisprudence on CSEC from other countries in the form of an annual compendium including the resolutions and the rationale of judges elsewhere for arriving at their decisions. Dominican judges did not study this subject in school and only a few cases have gone through the courts. The “education” of judges is important to continue having convictions on CSEC.
- It is not the role of ILO-IPEC to present laws before Congress, and their adoption depends on circumstances outside the control of the Project. However, until modifications are confirmed, national laws will continue having shortcomings that hinder the most appropriate judicial responses to wrongdoings against children and adolescents. The second phase of the Project should concentrate on lobbying and advocacy to support the ratification of the proposals.
- The policy adopted by the Banco Agrícola to explicitly include in their loan contracts a prohibition of child labor is an innovative effort. The Project should link with the Bank and offer support and expertise so that the initiative is consolidated.
- Follow up more closely the actual disbursement of 5% of the budget line of the ayuntamientos as foreseen in Law 136-03.

### Awareness Raising and Mobilization

- The viewpoint from the AGO is that the trainings in the Ministry of Justice have been successful. Although judges are still a group that requires attention, many other groups have been reached; prosecutors, lawyers etc. However, a situation has developed where human resources are well trained and know about CSEC but government offices do not have the hardware (computers, communication

equipment) to carry out their job. Budget lines for training are often high but those that have been trained can not put into practice what they have learned because they lack the most essential technical implements. Future budgets should include hardware as well as software.

- CALs that are active and committed can play a fundamental role as entities articulating the support of teachers and parents and linking with the municipal and provincial committees. Even though the SET has assumed the primary responsibility for their development and consolidation, it is important that the Project continues to support the CALs as they become better established. This includes reinforcing the notion that they are the first link in a chain that goes up to local, provincial and regional networks and that finalizes with the national Steering Committee. All links in this chain are indispensable to reach the goal of eradicating child labor in the Dominican Republic. By understanding that their role is crucial in a larger endeavor can motivate a continuation of work.

### **National Strategic Plan**

- All the organizations that supported the design of the NSP assumed roles and responsibilities. The Project could support the development of a mechanism to verify that the organizations are abiding by the timetables agreed to and are complying with their obligations.

### **Institutional Linkages**

- In the second phase the Project needs to dedicate more time and effort to nurture and develop linkages with certain organizations/groups, most notably the private sector, SEE and CONANI. This, of course, without sidelining the positive relationship with SET and the AGO.
- With the private sector, ASONAHORES should become a priority. It would be useful to have a “sales pitch.” That is a well developed and substantiated explanation of how publicly coming out against CL and/or CSEC or investing in the fight against the WFCL is good business sense. The public is now more aware of CL and labeling them socially responsible with regard to CL can boost business. .
- The initial idea was for Dev Tech and the Project, both with the common goal of reducing the WFCL, to collaborate closely. This did not occur. Differences in methods and concepts and on the role of the Salas de Tareas (what they call Espacios para Crecer) prevented a closer connection. Although the Project was in disagreement with what they consider a “privatization” of the Salas, this has hampered exploring what the EPC have developed and perhaps adopting certain methods for the Salas. It is unwise to discard entirely what the EI has developed because of conceptual differences. In the II phase the Project could try to engage DevTech and explore the points they do have in common.
- The linkage with UNIBE was very successful. However UNIBE as a private university is populated primarily by students of the middle and upper classes. This was positive as it reaches students who in the future will be in decision-making positions. However, those in the sector of administration of justice such as judges are usually formed in public Universities. Future Projects should consider seeking partnerships with both private and public universities even if negotiations with a public university entail much more bureaucracy. If both private and public universities are included the Project can reach and sensitize also professionals who will be at the forefront of the application of justice.

### **Action Programs**

- In Las Terrenas, the IA used Project money for direct cash micro-credits to families. This is an unallowable use of USDOL funds. However the clarification was not specifically made and the IA proceeded without consulting ILO-IPEC. In the future, ILO-IPEC must communicate clearly and explicitly those activities and/or areas for which Project funds can not be used. It would be useful to obtain from the donor the reasons so the Project can better inform the IA.
- **Implementing Period.** Most APs were designed and financed for a period of two years. Generally, this did not take into consideration unforeseen situations that can delay implementation. A delay implies that an AP might have only 18 months to carry out the actual work. Stakeholders mentioned repeatedly that this period of time is too short. This results in beneficiaries not receiving services for a sufficient time period to expect clear and lasting results. In the future if other APs are designed, a longer life cycle should be considered.

- **Working with parents.** Future initiatives must continue to engage parents. When parents become convinced that work is detrimental in the short and long run to their children's wellbeing they will search for alternatives to maintain them out of work. The approach directed at mothers and at fathers, however, must take into account differences in perspective. The ISTG found that fathers generally are less inclined to accept the negative aspects of work. They see it as an opportunity to promote responsibility. Mothers, in contrast, place more importance on education and on not working so that children can concentrate on school. Future initiatives and strategies should take into account how gender impacts perspective and plan accordingly.
- **Suggestions from beneficiary parents.** The ISTG gathered suggestions for APs from beneficiary parents as well as members of the CALs.
  - Trainings that target children and adolescents 12-20 years. This would provide continuity to the services that were offered to the beneficiaries as younger children. Parents are understandably concerned that if children do not work and therefore learn by working then there must be emphasis on teaching them skills for occupations so they can later integrate into productive life.
  - Greater emphasis on sensitizing teachers including awareness that refusing entrance to school for lack of shoes or uniform may encourage children to work instead of study.
  - Parents commented that when children themselves become committed on their education it becomes more difficult for parents to send them to work. Therefore, it is important to develop a commitment to school not only from parents but also children

### **Trafficking/Smuggling Amendment**

- There were fewer advances and accomplishments in the area of trafficking and smuggling. This can be partly traced to the volatility of the issue. But to a great extent, the new responsibilities overburdened a staff with an already full workload. The amendment required different technical competencies from the staff and the development of relationship with organizations which up to then had only been at the periphery of the Project's group of support (SEREX and IOM). When adding an amendment to an ongoing TBP Project of Support, additional resources, particularly of personnel, are essential. In the case of the DR it probably would have been better to concentrate on the priorities outlined by the country (hazardous agriculture, urban informal work and CSEC).
- The Project sponsored a study on trafficking. However, the point of entry was CSEC so this study reveals more on this type of worst form than on trafficking itself. The specifics of how trafficking and smuggling occur in the DR are still not properly understood. For example, the mid-term evaluation from Constanza pointed out that Haitian children now seem to be working the jobs in Constanza that Dominican children are no longer doing. So, apart from smuggling there are migration patterns that need to be further examined. It would be useful if the Project funds a study on trafficking and smuggling of children and also a review of migration patterns of Haitians within the borders of the Dominican Republic.

### **National Office**

- The staff will be reduced substantially in the second phase of the Project, starting in January 2007. Attempting the same quality and quantity of work with even less personnel will be difficult. Moreover, if the individuals change it will be necessary to take into account the time it takes to establish the personal relationships and linkages with government authorities and institutions, essential when attempting joint activities. For the second phase the staff of the ILO-IPEC office should not be reduced.

### **As the Project plans its departure**

- A Project of Support as part of the larger effort of a TBP aims to progressively phase out as government authorities assume the responsibilities. As the Project plans its departure it needs to emphasize its role of advisor and turn the spotlight on the authorities. The Project will need to consciously communicate it is the government who is now the standard bearer on the subject of child labor and that the responsibility and knowledge lies with the authorities. Throughout, ILO-IPEC has made it a point to have a low profile, however in the second phase as it plans its departure, it must double its efforts in this regard.
- The CLU will assume most of the ongoing activities that the Project initiated. For example, the CLMS, the monitoring and support of the municipal and provincial committees at local level and the verification of

compliance with obligations assumed in the NSP. This office must be strengthened so it can successfully assume these tasks. In the II phase the Project should emphasize further training of its officers. This could include visits to other TBP Projects in the region to expand their perspectives.



## **Annexes**

**Annex 1 Terms of Reference International Consultant and Team Leader**



**International Program on the Elimination of Child Labor**  
ILO/IPEC

**Terms of Reference  
For**

**Expanded Final Evaluation  
(use of impact assessment studies)**

**of**

**COMBATING THE WORST FORMS OF CHILD LABOUR IN THE DOMINICAN  
REPUBLIC –  
SUPPORTING THE TIME-BOUND PROGRAMME FOR THE ELIMINATION OF THE  
WORST  
FORMS OF CHILD LABOUR IN THE DOMINICAN REPUBLIC**

**E-9-K-2-0001**

***“TBP Project of Support”***

***September – October 2006***

**I. Project Background**

**Background to Project and Status**

The aim of IPEC is the progressive elimination of child labor, especially in its worst forms. The political will and commitment of individual governments to address child labor—in cooperation with employers’ organizations, trade unions, non-governmental organizations and other relevant parties in society—is the basis for IPEC action. IPEC’s strategy includes raising awareness on the negative consequences of child labor, promoting social mobilization against it, strengthening national capacities to deal with this issue and implementing demonstrative direct action programs (AP) to prevent children from child labor and remove child laborers from hazardous work and provide them with appropriate alternatives.

The Dominican Republic ratified ILO Conventions No. 138 in June 1999 and Convention No. 182 in November 2000. The Government has identified the elimination of the worst forms of child labor as one of its top priorities. The Dominican government has been engaged in an inter-institutional process to implement a national and comprehensive Child Protection System. Under the leadership of the Child Protection Council (CONANI) and the Governing Body (Organismo Rector), and with the support of UNICEF, preparation of a National Plan for the Promotion of Children’s and Adolescents’ Rights has significantly advanced. Likewise, the National Committee for the Elimination of Child Labor has been strengthened under the leadership of the Ministry of Labor (SET),

The Government of the Dominican Republic confirmed its strong commitment towards eliminating child labor by becoming the second country in the Americas to develop and implement a time-bound approach for the eradication of the worst forms of child labor. As a manifestation of its commitment and in preparation for this new program, the Ministry of Labor of the Dominican Republic in collaboration with the ILO’s International Program for the Elimination of Child Labor (IPEC) and with the support of United

States Department of Labor (USDOL) embarked on a series of preparatory activities to expand the knowledge base and raise awareness of the issue.

An outcome of the preparatory work was the project entitled Combating the Worst Forms of Child Labor in the Dominican Republic – Supporting the Time-Bound Program for the Elimination of the Worst Forms of Child Labor in the Dominican Republic. The project was designed within the framework of the new Worst Forms of Child Labor Convention (No. 182) of the International Labor Organization. ILO-IPEC is being implemented with funding by USDOL. Implementation of the project officially started in September, 2002 and the project was scheduled to end in December, 2005. USDOL provided US\$ 3,500,000 and other contributions were estimated at US\$ 1,495,540 for a total budget of US\$ 4,995,540.

This project will support the development of the Dominican Republic's National Plan of Action to eliminate the worst forms of child labor. The project will focus resources on key national policies and programs as well as seeking to create the necessary conditions to make possible the elimination of the worst forms of child labor in the Dominican Republic. At the national level the project components will focus on: information and monitoring; policy development and legislation; and awareness raising and social mobilization. In addition, the project will develop action programs targeting specific worst forms (child victims of commercial sexual exploitation, children working in hazardous agriculture and in the informal urban sector) prioritized by the National Steering Committee in selected geographical regions. These action programs will develop model interventions that can be extended or scaled up to address children in these and other worst forms at the national level. The project components at the local level are: information and monitoring systems; social protection measures, awareness-raising; and Income generation alternatives.

This project will support the regular compilation of statistically valid information about child labor as well as a system for monitoring the worst forms. It will build on the on going campaigns and mobilizations continue to raise awareness of key actors and the public in general about the consequences of the worst forms of child labor. It will support the capacity building of the key agencies to combat child labor, promote changes in the legislation to conform to ILO standard and the capacity of the government to enforce them. The project will promote that key government agency and programs as well as other international agencies and NGOs include child laborers and their families as one of their target groups.

Building on the successful experience of other IPEC projects such as Constanza, the project will develop action programs targeting specific worst forms (child victims of commercial sexual exploitation, children working in hazardous agriculture and in the informal urban sector) prioritized by the National Steering Committee in selected geographical regions. These action programs will develop model interventions that can be extended or scaled up to address children in these and other worst forms at the national level. The government's plan of action will define a time frame for the complete elimination of all the worst forms. Therefore a key component of the project is to develop the instruments, methodology and institutional capacity to identify measure and monitor the worst forms of child labor.

According to data provided by the 2000 National Survey on Child Labor (Encuesta Nacional de Trabajo Infantil - ENTI), there are about 428,720 working children in the Dominican Republic representing 17.7% of the 2.42 million children and adolescents between the ages of 5 and 17<sup>83</sup>. In rural areas 20% of the children work compared to the 16% in urban areas. However, since the population is mostly urban a greater absolute number of children work in urban areas (244,943) than in rural areas (183,777). There is a significant difference in terms of child labor participation between boys and girls – 26.2% of the males as compared to 9.1% of the females. This is consistent with the fact that more girls than boys go to school but the magnitude of the difference (See table 4) may also indicate that many girls are involved in household activities that historically have escaped detection and measurement.

The main occupations are services<sup>84</sup>, commerce, and agriculture. Overall, working boys are mostly engaged in services (32.5%), agriculture (21.0%), and commerce (20.1%). The majority of working girls are engaged

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83 The estimate was obtained by multiplying the proportion of children and adolescents that claimed to have performed some type of economic activity (with pay, profit, or no pay) the week before the interview and the estimated population (5-17 years old) of the Dominican Republic for the year 2000. It is also important to note that this estimate does not reflect the economic activity of children working in their own homes.

84 Services include domestic work and other personal services such as shoe shining, gardening, washing cars, ironing, and doing errands.

in services (59.9%) and commerce (24.0%), with a relatively small percentage engaged in agriculture (5.2%). The occupation of children varies by area of residence. In urban areas the occupations with the highest proportion of working children are services (44.2%) and commerce (24.3%), in rural areas these are agriculture (35.8%) and services (33.3%). As the age of the children increases a larger proportion of the children are engaged in industry.

The development objective of the project is to contribute to the elimination of the worst forms of child labor in The Dominican Republic. To that end, its strategies are focused on two levels, national and local. At the national level, it will be focused on outcomes largely ignored by other institutions or organizations. Specifically, it will concentrate on two areas: awareness raising and information development and capacity building for law enforcement and policy implementation.

At the local level, it will develop interventions targeting specific geographical areas and worst forms of child labor, trying to produce —at the community level— most of the identified outcomes (monitoring, education, vocational training, income generation, awareness raising and capacity building). The immediate objective of the targeted interventions will be withdrawal of children from work and the prevention of child labor. The program will show, then, that the worst forms of child labor can be effectively eliminated.

At the national level, communication activities achieved a general recognition of the problem and a country-wide commitment towards the elimination of child labor. This was done thanks to the existence of mass media communication spaces and the implementation of information campaigns and awareness raising activities held in conjunction with diverse stakeholders. There were various day meetings and presentations in different events, in particular the Book Fair. Promotion material was also done (posters, brochures, hands outs, calendars, t-shirts and caps) and the 12 of June was celebrated as the World Day against child labor. Documentaries and publications as well as several press releases were also produced in coordination with trade unions. The project participated in awards and recognition to journalists and was in daily communication with the press and the electronic media. A study about the perception of the Dominican society about child labor has generated information that could back up awareness raising campaigns about the problematic of child labor and establish a base line to measure, in the future, the changes generated by the actions of the project and the perception of the public in general towards this problem.

At the local level, agricultural programs of Constanza, Azua and San José de Ochoa raised awareness about the problem of child labor. Also, the action programs against commercial sexual exploitation allowed the implementation of community action thanks to the development of specific tools which have systematized experience.

Other social protections have been put in place such as educational services (matriculation and insertion of the children to the school system, the development and implementation of after school classes for leveraging- Sala de Tareas- and de development of strategies for the pre-school children), the family reinsertion, the training and professional development of adolescents, the health services (nutrition and laboratory test, medicine and psychological attention), the training of adults and the development of some microfinance initiatives (micro enterprises, training for employment and incubators).

All the above described activities were conducted with special attention to gender issues. Work has been done with local government organizations and NGOs involved in the project to encourage girls to enroll in school and to participate in all the activities of the project that could benefit them. It was also looked to empower the girls and women in order to offer them a better chance to develop their potential.

#### Mid-Term In-Country Review/Evaluation

An independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. The aim of the evaluation was to establish criteria in order to determine if the projects are reaching or are about to reach the proposed objectives, and, if there are deviations, to point out the reasons and provide recommendations that would allow for reorienting the project to increase its effectiveness and efficiency.

#### Background to the Expanded Final Evaluation

ILO-IPEC projects are subject to end of project evaluations ad per ILO TC policies and procedures and in agreement with the donor. As this project is one of the first generation projects of support to the TBP approach formulated as a comprehensive framework for implementation the provisions of C. 182, the final evaluation of this and other similar projects of support to the TBP processes in other countries will be done as a expanded final evaluation (combined target group impact assessment study and final evaluation) and based around a set of core areas of achievement or suggested aspects to be used across all final evaluation for TBP projects of support. Expanded final evaluation are essential evaluations with a number of complementary impact assessment studies that allows for a more in-depth quantitative and quality assessment of impact of the project in identified areas and in the context of more broader and longer term impact.

#### Standard Framework for final evaluations of TBP projects of support

As one of the first implementations of a final evaluation of full phase of a project of support to TBP, the design has been influenced by the initial work on the development of a standard framework for the evaluation of TBP projects of support. While currently a number of core questions (see below) have been identified and elements of the proposed standard evaluation framework have been used here, it is expected that the expanded final evaluation and others of the first generation will allow for the full development of such evaluation framework to be used for sub-subsequent generations of TBP projects of support.

Using such a standard framework will allow for a broader, more comprehensive approach that in addition to serving as a project evaluation will allow for further and broader development of the national TBP framework, including identifying future action. Using a consistent approach across the ILO-IPEC projects of support will allow for a number of core questions and aspects to be addressed and provide a comparative perspective to draw lessons learned from. In this way it is part of the ongoing review process in ILO-IPEC on the TBP concept and it can possibly provide an opportunity for involving other stakeholders and development partners in the evaluation process. It is very possible that the proposed approach could also be done as a joint evaluation of either the whole national TBP framework, including the different component projects of support, or for clusters of IPEC projects of support.

Ideally such a standard evaluation framework could also become the basis for broader joint evaluation of several projects of support or components within the national TBP process as implemented by a number of development partners.

#### Impact Assessment in IPEC

Impact assessment is a fundamental pillar in IPEC's evaluation system. Impact assessments looking at broader and longer term changes are particularly being developed as part of the development of the Time Bound Program methodology, where the first considerations and discussions on impact assessment have taken place.

Work has been done on an Impact Assessment Framework as a source book to guide the work on impact assessment of child labor programs, both IPEC and non-IPEC. An initial focus has been on measuring the direct impact on children and families of directly benefiting from IPEC interventions through developing methodologies for tracer studies<sup>85</sup> and tracking<sup>86</sup> systems. The tracer studies are being pilot tested in six IPEC projects in six locations. Three tracking methodologies are under development in three IPEC projects in three different locations.

Work has also been done by some individual projects on Knowledge, Attitude and Practices (KAP) surveys where these surveys are carried out at the beginning and at the end of the project in order to identify and document changes that have taken place.

In the context of larger programs such as time bound programs it is therefore proposed, to include target group impact assessment studies (and repeat KAP surveys where appropriate) as a way to follow-up on baseline studies to obtain an initial assessment of the changes or impact in the target areas as a result of

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<sup>85</sup> **Tracer studies** in IPEC are a one-off study, looking back at the evolution of the situation of a sample of children, giving us a 'before and after' picture.

<sup>86</sup> **Tracking studies** in IPEC are a continuous following of a sample of children targeted in a series of interventions. This is a forward-looking inquiry approach that will assess impacts as they occur in the future.

project activities, in particular those directly targeting children and families. The intention is for the results of such “repeat baseline” or follow-up studies to provide valuable input in to the assessment at the end of the project of the possible broader and medium-to- longer term changes as part a final evaluation.

### **Combined Impact Assessment and Final Evaluation**

A combined impact assessment/final study will therefore combine impact assessment attempts to assess short-term project impact by repeating selected parts of the baseline study that was carried out at the start of the project with a final evaluation. The results from this impact assessment would feed into the final evaluation of the project. Often the framework for final evaluations – particularly in small and medium projects - leaves little time and resources to do a repeat baseline and to be able to use those results for the final evaluation. A second reading of the baseline survey that was conducted at the start of the project would give valuable indication of how IPEC’s work has affected a target population in the timeframe of the project. Existing tracer methodologies could as appropriate be used. Data pertaining to issues not covered in the baselines studies or seen as useful for the final evaluation, could, as identified by stakeholders, be gathered using as appropriate supplementary impact assessment tools such as ex-post capacity assessment, focus group discussion and detailed field observation.

## **Scope and Purpose**

The evaluation will have multiple purposes, including: a) analyze the design, strategies, and models of interventions used; b) document project achievements, lessons learned and accumulated knowledge on the prevention and elimination of exploitative child labor; c) provide feedback on the processes and the achievements to all stakeholders; and d) suggest possible orientations for future efforts to combat exploitative child labor. The evaluation will pay special attention to good practice and lessons learned that could enhance the design of a possible second phase of the project.

The focus of the evaluation should be on the ILO/IPEC Project of Support, its achievements and its contribution to the overall broad national efforts to achieve the elimination of WFCL and especially the overall national TBP framework.

In addition to the overall scope indicated above, the specific scope as a final project evaluation is the whole project, including all specific interventions in the form of Action Programs implemented by local partners and other activities of the program since the beginning of the program. Any preparatory work would also be considered if relevant for the assessment of the project. It should focus on the project as a whole, the linkages and synergies between each component and how the project in addition to achieving specific project objectives, have contributed the national TBP approach and to the broader strategic areas and the issue of child labor in the country, and how it has linked to other ILO and ILO/IPEC activities.

The evaluation should emphasize assessment of key aspects of the program, such as strategy, implementation, and achievement of objectives. It should assess effect and impact of the work done during the implementation, using particularly data collected on the indicators of achievement and using the associated impact assessment studies to provide detailed assessment of achieved and potential impact. The evaluation should evaluate design, implementation, effectiveness, and elements of sustainability of the program activities carried out.

In view of the focus on contribution of the IPEC Project of Support to the general TBP process, in the promotion of an enabling environment, and as a facilitator in the overall national TBP strategic program framework, the review will have to take into account relevant factors and developments in the national process. The focus however will be on IPEC Project of Support as a component of the national TBP process.

The purpose of the target group impact assessment study is to obtain more detailed information on the beneficiary target groups and to give a before and after snapshot of the target population after the IPEC project. The results of the target group impact assessment study and the KAP studies will be used as data for the final evaluation. The impact assessment study will also feed into the larger Impact Assessment Framework of IPEC in that it will test the possibility of conducting repeat baseline studies at the end of the project for evaluation findings.

Users of the evaluation will include ILO-IPEC, USDOL, relevant public and private national institutions responsible for eliminating exploitative child labor, and other international organizations working with children.

### **Suggested Aspects to Address**

As per the discussion above, the evaluation will address the overall ILO evaluation concerns such as design, implementation, results, and sustainability as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programs and Projects and for gender concerns see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programs and Projects, January 1995. One of the tasks for consultants is to decide, based on the evidence and findings available, which of the following issues are the most important aspects to be addressed in meeting the purpose of the evaluation

#### **Project Design**

How logical and coherent was the project design/strategy? What was the strength of the causal links that connected the various elements of the logical framework. In other words, did the completed activities lead to the desired outputs? Did planned outputs lead to the immediate outcomes? And, did the immediate outcomes lead to the development objective?

How adequate were the human resources?

How adequate was the time allowed to carry out project activities?

How adequate were the funds allocated to the project?

How adequate was the gender perspective?

Did the design of the trafficking/smuggling amendment provide realistic objectives and time-frames?

#### **Project Implementation**

Have project activities been carried out as planned? If not why not?

Has monitoring and evaluation information been collected as planned? If not why not?

Have gender issues been addressed as planned? If not why not?

What innovative good practices have emerged for implementing projects?

What lessons have been learned during project implementation?

Were project funds expended in a timely and efficient manner after the mid-term evaluation?

Were delays reduced after the mid-term evaluation?

#### **Results**

How aware is society at large and key sectors (such as employers, legislators, trade unions, judges, labor inspectors, public and private institutions, NGOs, media) aware of children's rights and the negative consequences of the WFCL?

What information about the situation of children involved in the WFCL has been produced? How often was it updated? Provide examples of how the information was used.

How capable are key institutions (including local governments and communities) of coordinating the enforcement of laws and implementing programs and policies?

How many children have been withdrawn and prevented from entering hazardous and exploitative forms of child labor?

What progress has occurred regarding the objectives of the trafficking/smuggling amendment?

What were the unintended outcomes of the project?

#### **Sustainability**

What progress has occurred regarding the formulation of a "National Plan of Action?"

To what extent has the Dominican Government (including the Dominican Secretariat of Labor and Ministry of Education) taken ownership of the Time Bound Program?

What lessons learned from this phase of the project can be passed along to the next phase?

Are there specific recommendations for the replication of the community based child labor monitoring system in other municipalities?

#### **Aspects for Impact Assessment**

For the impact assessment studies, the specific aspects should be based on the impact areas that have been covered under the baseline studies in the four selected sectors, aspects identified during the further consultation process in these TORs and on general considerations of the issues and areas of impact identified as part of the IPEC Impact Assessment Framework and in particular the methodology for tracing and tracking studies. See also paragraphs 43 – 46 for further details.

## Methodology and Time Frame

### **Methodology and Schedule**

The following is the suggested methodology for the Expanded Final Evaluation. The methodology can be adjusted by the evaluation team if considered necessary for the review/evaluation process and in accordance with the scope and purpose of the evaluation. This should be done in consultation with the Design, Evaluation and Documentation Section of ILO/IPEC.

#### **Target Group Impact Assessment Studies in selected targeted district**

A Local Partner Agency will design and implement a target group impact assessment study that will consist of quantitative survey of a sample of the beneficiaries complemented with limited focus group discussions and collection of information on external and contextual factors.

The purpose of the present impact assessment study is to obtain more detailed information on the beneficiaries target groups and to give a before and after snapshot of the target population after the IPEC project. The results of the impact assessment study will be used as data for the expanded final evaluation and the overall evaluation report.

A detailed study plan is prepared outlining the specific approach to this study including sampling, questionnaires, methodology, agenda for focus groups and proposed analytical structure for reporting the data for the overall evaluation.

The study will be designed using the manual and experience of IPEC on impact assessment in general and tracer studies in particular.

#### **Detailed Desk Review by National Consultant**

A National evaluator or consultant will conduct a detailed desk review and prepare a background report. The desk review will focus existing documentation such as progress reports, strategic papers, studies, documents and plans that the project has provided input to, output of project monitoring documents, outputs of the project and action programs, feature articles, etc.

The National Consultant will present a background report to the team leader and international consultant.

The National Consultant will report to DED and the Team Leader of the Final Evaluation. Additional backup, also administrative, may be drawn from the ILO/IPEC Team in El Salvador.

#### **Evaluation Mission by Team Leader (International consultant)**

The evaluation team leader will conduct an evaluation mission in-country that will consist of the following

- Initial briefing meeting with ILO-IPEC staff
- Working session with national consultant and local study partners
- Interviews with key national stakeholders and informants
- Field visit to selected districts with target action
- National Stakeholder Evaluation Workshop

The international consultant and national consultant will work together as a team for this part, including division of work in talking to key national stakeholders. The evaluation team will prepare the final report.



The evaluation team will interview the donor representatives, IPEC HQ, and ILO/IPEC regional persons through a conference call early in the evaluation process, preferably during the desk review phase.

### **National Stakeholder Evaluation Workshop**

A national stakeholder evaluation workshop will be held to review achievements of the national TBP process and the contribution of the ILO IPEC Project of Support. While the focus as such is on the role of the first phase of the IPEC project of support to the national TBP process, the workshop should be seen as an opportunity for supporting the ongoing planning and mobilization process for the national TBP framework, including identification of action and revision of the strategies for the IPEC Project of Support Phase II based on lessons learned and existing gaps from phase I.

The evaluation team will prepare the workshop program and process and act as facilitators for the national stakeholder workshop such as manage the process of the review meeting including preparation, meeting techniques and ensuring summing and documenting outcome of meeting.

The national stakeholder workshop is to cover the following

- Areas of achievement of the National TBP process (nature and causal factor)
- Contribution of different development partners to those achievements
- Contribution of ILO/IPEC project of support – key activities and factors (key legacy of the project of support)
- Areas in which there are viable models of interventions for replication
- Areas still to be developed
- How the findings and outcome of the evaluation can best be used in the continued work on TBP process

Proposed participants at the workshop will be the direct key stakeholders in the project of support but should to the extent possible also include other national partners in the TBP framework as of the feedback, including international development partners.

Project Management will provide a list of key stakeholders for possible participation in this workshop. This list will also serve as list of potential key informants to consult. Project management will prepare a detailed schedule of visits.

The evaluation team should solicit the opinions of a wide variety of stakeholders, including children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, the action program implementers, and IPEC staff.

If considered appropriate, each institution represented could be asked to give a short five (5) minute presentation on:

- Areas of achievement of the national TBP process
- The contribution of the IPEC Project of Support as they see it
- Their own role in the process and what they have learnt from that

Table I provides a complete overview of phases, tasks, responsibility, duration/schedule and expected outputs.

### **Roles and Responsibility**

The following are the precise profile and responsibilities of the international team leader, national consultant and local study partner.

<b>International Team Leader</b>
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Responsibility	Profile
<p>Overall lead consultant for the Expanded Final Evaluation</p> <p>Desk review</p> <p>Analyzing the datasets and information from the questionnaires supplied by the local partner agency for use in final evaluation.</p> <p>Act as independent evaluation consultant for the final evaluation of the project and covering other evaluation related issues during a two-week in-country field visit.</p> <p>Prepare a short note on the methodological issues and lessons learned during the evaluation process</p> <p>Prepare evaluation report</p>	<p>Extensive experience in evaluation of development projects, in particular with local development projects</p> <p>Experience working with impact assessment, tracer or tracking studies is appreciated</p> <p>Relevant regional experience in the region</p> <p>Prior experience with or knowledge of the TBP project of support type of projects</p> <p>Familiarity with and knowledge of specific thematic areas</p> <p>Experience working with local organizations/local partners agencies</p> <p>Experience in UN system or similar international development experience</p> <p>Previous experience in statistical analysis of raw data and/or developing questionnaires</p> <p>Experience evaluating gender issues.</p>
National Consultant	
Responsibility	Profile
<p>Carry out the in- country review based on its envisaged scope and tasks.</p> <p>Prepare the Background Report</p> <p>Submit a draft of the background report to IPEC/DED staff for comments and inputs</p> <p>Present the background report at a stake-holders review meeting</p> <p>Support the preparation of the final report of the in-country review together with facilitator</p>	<p>Extensive knowledge of development in El Salvador, preferable Child Labor</p> <p>Documented experience in evaluation to international standards</p> <p>Experience with work at policy level and in multi-sectoral and multi-partner environment, including networking</p> <p>Previous experience with stakeholder workshops and preparation of background reports</p> <p>Prior knowledge of ILO/IPEC an advantage</p>

Local Partner for Target Group Impact Assessment	
Responsibility	Profile
<p>Design study, including questionnaire and data collection instrument with support from Technical Support Officer from IPEC/DED</p> <p>Use the procedures outlined in the methodology to produce a gender sensitive sample of former IPEC beneficiaries (children and families) from project lists and data sets.</p> <p>Use the developed instruments to carry out data collection in the field. This will consist of Focus Group Discussions as well as quantitative methods of data collection and will include using a team of enumerators</p> <p>Develop a systematic method of collating and organizing the data collected during the fieldwork stage.</p> <p>Analyze the data collected and present findings using a report structure provided by the consultants as a guide.</p>	<p>Familiarity with impact assessment debates or experience implementing impact assessment evaluations</p> <p>Experience in conducting both quantitative and qualitative social research</p> <p>Experience in data collection (questionnaires, training enumerators)</p> <p>Experience in analyzing raw data and reporting on findings</p> <p>Experience in fieldwork-based research, such as sampling, household surveys, focus groups and community profiling</p> <p>Have trained in-house enumerators with experience in fieldwork or have access to a pool of similarly trained enumerators. The group of enumerators should have a balance of men and women.</p> <p>Experience in training enumerators</p> <p>Capacity to analyze both quantitative and qualitative data and prepare report as per agreed format, preferably in English</p> <p>Willingness to travel to the project sites to carry out the fieldwork</p> <p>Experience in the field of child labor or a relevant area and familiarity with child focused social research and data collection methods are highly desirable</p> <p>Be a nationally based organization</p>

The tasks of DED will be:

- Brief the international consultant and project management
- Provide methodological support to design of studies and evaluation instrument
- Provide support and methodological check of impact assessment report
- Manage the final evaluation process as per procedure

The tasks of the Project will be:

- Identifying and recruiting local partners in consultation with DED
- Ensuring project monitoring system is up to date and easily accessible
- Preparing a description of all the possibly relevant sets of data and sources of information on the beneficiaries
- Provide support to the international consultant and local partner agency during the design of the combined impact assessment study and final evaluation
- Provide support and advice to local partner agency in conducting training and carrying out the collection of data
- Provide support to the final evaluation and provide logistic support to international consultant throughout the process

### Sources of Information and Consultations/Meetings

The following are the kind of sources of information and documentation that can be identified at this point:

#### Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	Project document (phase I and phase II) DED Guidelines and ILO guidelines Mid-term country review/evaluation
Available in project office and to be supplied by project management	Progress reports/Status reports Evaluation and similar reports at the action program level Technical and financial report of partner agencies Other studies and research undertaken Action Program Summary Outlines Project files National workshop proceedings or summaries Country level planning documents SPIF documents Master list and records of beneficiaries Action Program Progress Reports Baseline reports and information
To be located as appropriate	Relevant national development program and policy documents PRPS documents such as strategies, monitoring plans and reports, costing Relevant documents on the development situation in El Salvador and context of child labor

As part of the preparatory work a complete list of such documents will be prepared.

Project Management will provide a list of possible key informants and others to consult. Specific consultation to be carried out with:

- Project management and staff
- ILO/IPEC technical and backstopping officials, including headquarters and sub-regional
- Partner agencies
- Boys and Girls that were withdrawn or prevented as a result of direct action APs undertaken in the core countries.
- Parents of girls and boys that were withdrawn or prevented
- Social partners Employers' and Workers' groups
- Community members
- Government representatives, legal authorities etc as identified by evaluation team
- Local government officials

Development partners and others working on this issue of child labor and involved in the process  
Telephone discussion with USDOL

Project management will prepare a proposed detailed schedule for these consultations.

### **Expected Outputs**

The expected outputs to be delivered by the evaluation team are:

By local partner for target group impact assessment study  
Data collection plan and methodology, including questions  
Analytical report presenting the data and key analysis  
Electronic version of the data for further analysis  
Meeting with team leader and national consultant

By National Consultant  
Desk review  
Background report of relevant information  
Participation in briefing meeting with local partner for target group impact assessment  
Support to international team leader during evaluation phase  
Co-facilitation of national stakeholder evaluation workshop  
Input and support to the preparation of the final evaluation report

By International Team Leader  
Desk review  
Briefing meeting with local partner for target group study  
Interviews and consultations with key stakeholders  
Preparation and facilitation of national stakeholder evaluation workshop, including workshop program and background note  
Debriefing with project staff and key national partners  
Draft report  
Second and final version of report, including any response to consolidated comments  
Notes on the experience of the evaluation and suggestions for the further development of the standard evaluation framework

67. The final report should include:

Executive Summary with key findings, conclusions and recommendations  
Clearly identified findings  
Clearly identified conclusions and recommendations  
Lessons learned  
Potential good practices and effective models of intervention.  
Appropriate Annexes including present TORs  
Standard evaluation instrument matrix

The total length of the report should be a maximum of 30 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

It is recommended to structure the final reports along the lines of the elements in the core questions given in Annex II and at minimum with the following headings

TBP and project of support preparatory process

Process of development and design of

National TBP

Project of Support

Action Programs

Implementation Process

Performance and Achievement

Support to National TBP process

Enabling environment

Targeted Interventions

Networking and Linkage

Evidence of sustainability and mobilization of resources

For independent evaluations, the following **Final Report Submission** procedure is used:

The **team leader** will submit a draft report to **IPEC DED in Geneva**

IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications

**IPEC DED** will consolidate the comments and send these to the **evaluation team leader** by date agreed between DED and the evaluation team leader or as soon as the comments are received from stakeholders.

The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

## Resources and Management

### Resources

The following resources are required

For target group impact assessment study

As accepted proposal from selected local partner

For national consultant

6 weeks of work

Local travel cost

For International team leader

7 weeks of work (35 days)

International travel and expenses

Local travel

Stakeholder Evaluation workshop

Participation of ILO/IPEC headquarters staff (possible)

Please note that the budget for KAP Studies is not included in this list as those studies have already been budget for and carried out.

A detailed complete budget is available separately. A number of separate contracts will be prepared for the complete TORs as per procedures.

### Management

The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise.

The management of the ILO/IPEC Project of Support and the ILO Office in the respective country will provide administrative and logistical support during the evaluation mission.

**Table 1: SUMMARY OF METHODOLOGY TIME SCHEDULE BY PHASE**

<i><b>Phases</b></i>	<i><b>Tasks</b></i>	<i><b>Responsible</b></i>	<i><b>Duration</b></i>	<i><b>Outputs</b></i>
Phase One	Briefing with IPEC DED and preparatory desk review (August 2006)	International consultant	Phone-call One week for desk review (20 to 24 of August)	Brief inception note on the approach to the Impact Assessment and Expanded Final Evaluation
Phase Two	Design of the Study Plan and Evaluation instrument focusing in particular on  Overall study plan for the Expanded Final Evaluation  Impact Assessment Sub-Studies to be carried out by local partner agencies  This should involve further consultation with key stakeholders in-country (August 2006)  Discussion between Intl. Consultant and DED upon completion of Study Design	International Consultant (lead consultant for expanded evaluation)	One week in-country design	Study design document with identified impact assessment process methodology and identified aspects and sectoral specific study issues
		Local Partner Agency	Two week, including one week design with intl. consultant	
Phase Three	Study design for sub-studies to be finalized and carried out by the local partner agency with technical support by the international consultant.  Based on experience from the tracer studies, it is highly recommended that the questionnaires be field tested on a small target group before they are used by enumerators. (end August 2006, September 2006)	Local Partner Agency	5 weeks	Draft Questionnaires (to test on a small sample) and Data Collection Plan and Instruments  Enumerator training  Data collection
		International consultant	Regular support during implementation	
Phase Four	The datasets and results of the sub-studies to be analyzed and reported by local partner agency (September 2006)	Local Partner Agency	One week	Report
Phase Five	Final evaluation process consisting of Consultation with key stakeholder on preliminary findings and to identify	International consultant With DED	2 weeks total of which one week in-	Final version of Evaluation Instrument

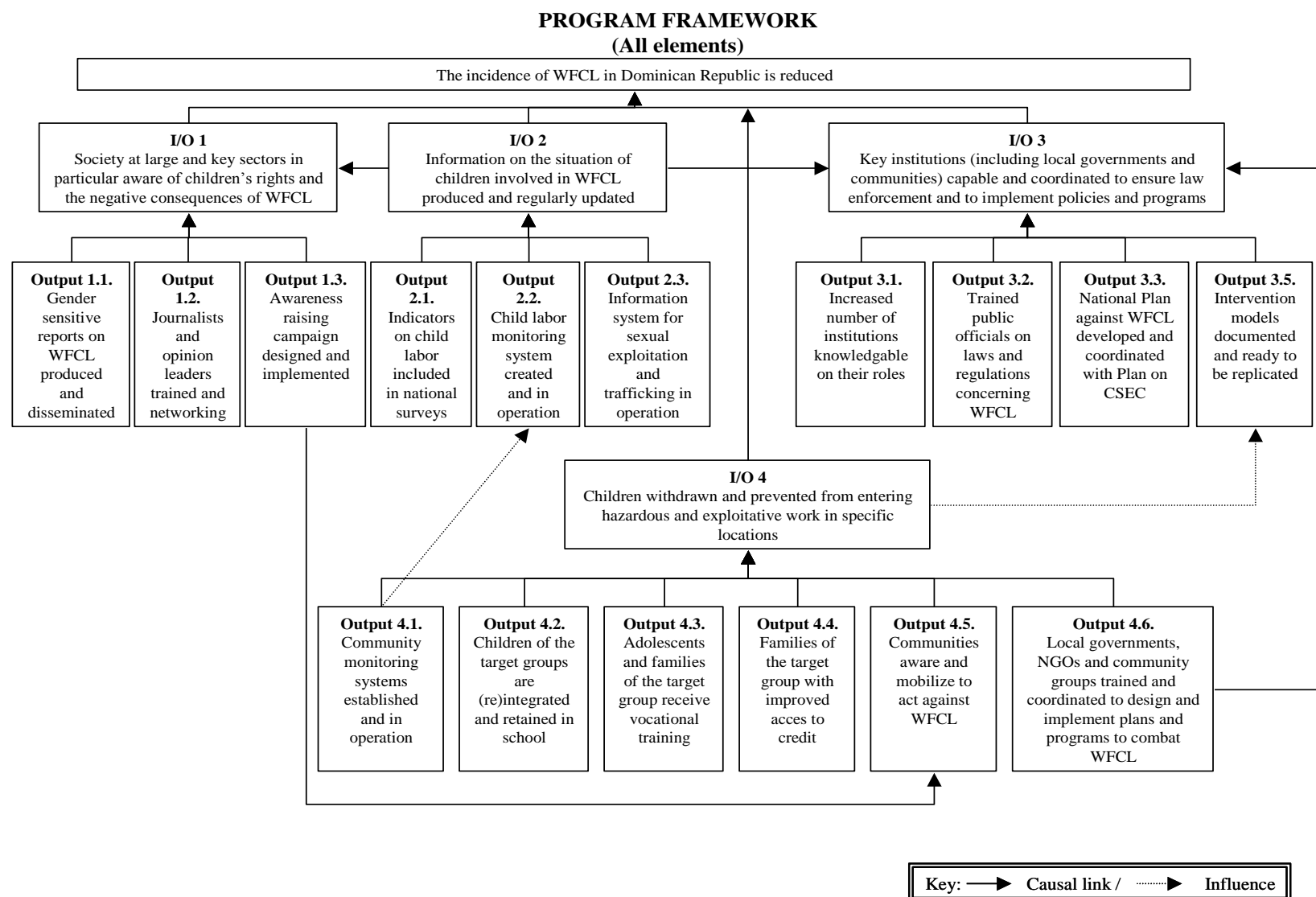
Final Expanded Evaluation-Project of Support for the Time Bound Programme-Dominican Republic

	<p>further issues for the final evaluation</p> <p>Field work, interviews and data collection as part of normal final evaluation</p> <p>Stakeholder evaluation workshop</p> <p>Preparation and commenting on reports as per normal procedures</p> <p>Managed per procedure by DED and carried out by the international consultant including field visits and using information from the impact assessment study.</p> <p>(October –November 2006)</p>	support	country (30 <sup>th</sup> October to 10 <sup>th</sup> November)	<p>Draft version evaluation report</p> <p>Final evaluation report</p>
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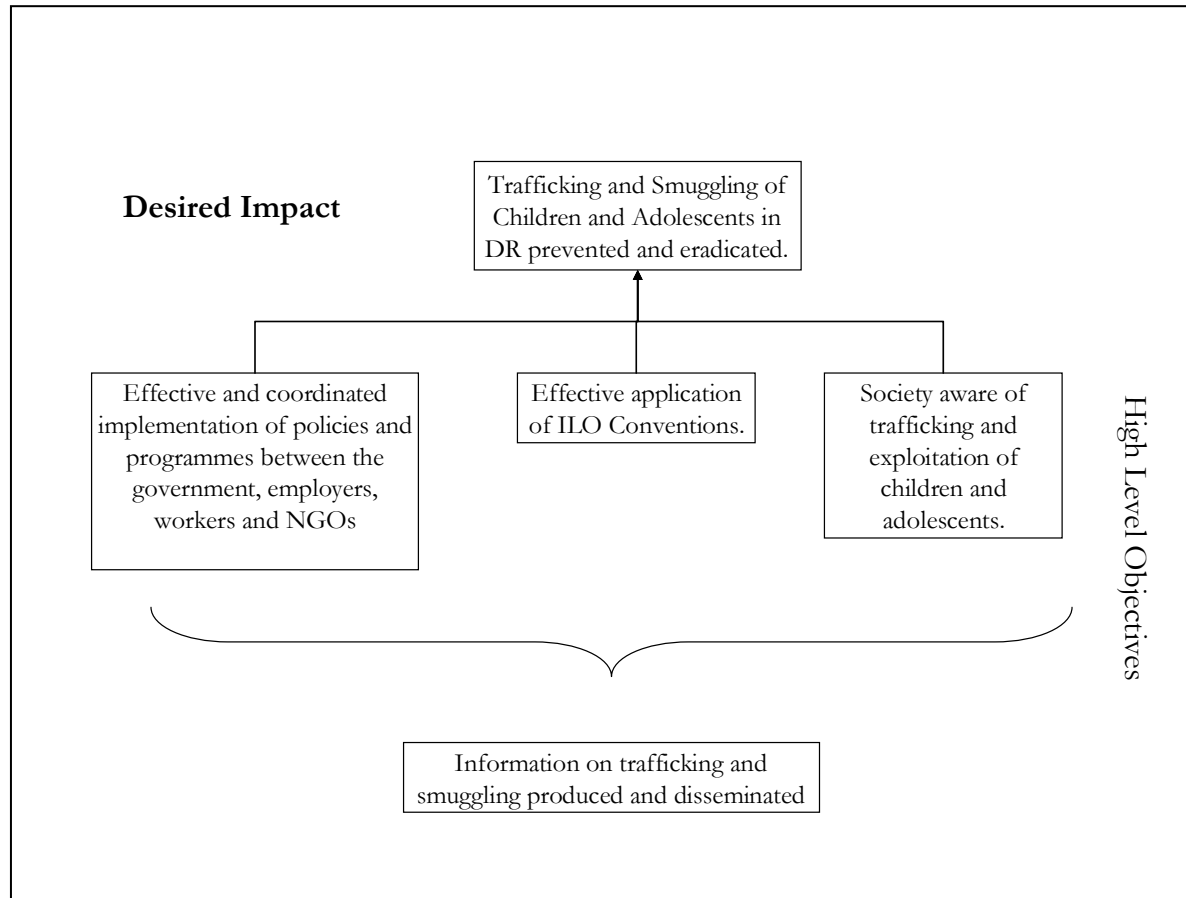




### Annex 3 Objective Tree TBP Project



#### Annex 4 Objective Tree Trafficking/Smuggling Amendment



## Annex 5 The Objectives and Indicators of Success

<b>Preparatory Activities</b>			
<b>Objectives</b>	<b>Indicators</b>	<b>Indicators Reached?</b>	<b>Comments from evaluating team</b>
At the end of the project there will be a greater understanding of the WFCL in the country and an institutional capacity to address them	Coverage (by sector and theme) of the information gathered, analyzed and used	Yes	Studies on sectors that defined as priorities for the DR (Agriculture, UIW, CSEC, trafficking)
	Number of initiatives and policies that are based on information gathered.	Yes	Steering Committee, government used mapping. Design of APs used information.
At the end of the project, the capacity of the relevant organizations will be strengthened (including awareness raising) to develop initiatives to address the worst forms of child labor	Number of agreements signed with private sector organizations	No	Not as part of Preparatory Project.
	Number of agencies regularly participating in the Consultative Groups on Education and Child Labor	Unsure	?
	Number of NGOs and trade unions that are designing and implementing initiatives to eliminate the worst forms of child labor.	Yes	CNUS (umbrella organization) has designed initiatives.
At the end of the project, a National Strategic Plan, including TBP, will have been put in place to eliminate the worst forms of child labor	Number of institutions that include National Child Labor Policy commitments in their programs and budgets	Yes	Twenty one institutions part of the final process for the NSP.
	Number of agencies and donors willing to participate in the TBP	Yes	
At the end of the project, the worst forms of child labor will have been eliminated in Constanza through withdrawal, rehabilitation and prevention measures.	[Decrease] Number of children engaged in worst forms of child labor in Constanza	Yes	There was a drop according to reports from the IA and Project.
	[Decrease] Percentage of children engaged in hazardous activities	Yes	There was a drop according to reports from the IA and Project.
At the end of the CSEC project, the capacity and increased commitment to prevent and eliminate CSEC by public and private sector institutions is strengthened.	Number of children targeted by key institutions that have been strengthened by the project	Yes	Children are now targeted by POLITUR and specialized Police both trained by the Project.
	Number of children withdrawn and provided protection services using a new intervention model.	Yes	The AP in Boca Chica used a new intervention model that included working with Police, Armed Forces but that also included family counseling (IDEFA)
	Number of actions designed and initiated by key institutions on the elimination of commercial sexual exploitation outside the project	Yes	
At the end of the project, a community-based child labor monitoring system is created and pilot tested in Constanza in	Coverage (by sector and theme) and relevance of community-based child labor monitoring system	No	The community CLMS was not set up in the time frame of the Preparatory Project

preparation for use in other areas of the country.	Number and quality of monitoring reports produced using the new system	No	
	Number of follow-up actions taken by relevant institutions taking as a basis information provided by the monitoring system	No	
TBP Project			
At the end of the project, the society at large and key sectors in particular are aware of children's right and the negative consequences of child labor	Perception of child labor in key sectors of the society and in the public opinion	Yes	Awareness of CL and CSEC has increased. Awareness of trafficking and smuggling not to the same degree.
	Media coverage of child labor issues	Yes	Increased in quality and quantity
At the end of the project, information on the situation of children involved in WFCL is produced and regularly updated	Coverage of the monitoring systems created (The indicator will determine the proportion of children involved in WFCL that are being regularly monitored, on the total children involved in WFCL (according to existing data).	Partly	The coverage of the CLMS pilots was reduced (as it was a pilot). Information was gathered in the 3 localities where the CLMS was tested.
	Number of cases brought to the protection agencies or to the relevant institutions based on the information provided by the monitoring system	Partly	Referrals were relatively few as a full scale SINAMOTI has not yet been launched.
At the end of the project, key institutions (including local governments and communities) will be capable to coordinate enforce the law and implement programs and policies	Planning and implementation capacities of key (trained) institutions	Yes	Implementation capacity of Police, prosecutors, AGO etc were enhanced. .
	Number and type of institutions using the National Plan as the policy framework for their work against child labor	Yes	Twenty one institutions were part of the development of the NSP.
	Number and scope of coordinated initiatives against the WFCL initiated outside this project scope	Yes	
	Effectiveness of the National Plan for the Elimination of WFCL and the National Plan against Commercial Sexual Exploitation of Children	Yes/partly	Effectiveness in establishing the responsibilities of each institution. More time needs to elapse to see the impacts of both Plans.
At the end of the project, children will have been withdrawn and prevented from entering hazardous and exploitative forms of child labor	Number of working children in selected worst forms and districts	Yes	According to monitoring reports the numbers of withdrawn and prevented from IA appear to be correct
	Number of working children withdrawn from work / rescued from sexual exploitation and rehabilitated by the project	Yes	
	Enrolment rates for children targeted and for total child population in selected districts	Yes	ISTG results suggest enrolment rates in school have increased in AP districts.
	Drop-out rates for children targeted and for total child population in selected districts	?	
	Promotion rates for children targeted and for total child population in selected districts		

### Annex 6 The Action Programmes

Action Program	WFCL	Implementing Agency (IA)	Locality
<b>Preparatory Activities</b>			
1. Constanza Municipio Libre de las Peores Formas de trabajo Infantil.	Hazardous Agriculture	Acción para la Educación (EDUCA)	Constanza
2. Programa de respuesta integral a la Explotación Sexual Comercial de personas menores de edad en el municipio de Boca Chica	CSEC	Instituto de la Familia (IDEFA)	Boca Chica
<b>TPB</b>			
3. Programa de prevención y erradicación del trabajo infantil urbano en Santo Domingo	UIW	Muchachos y Muchachas con Don Bosco	Santo Domingo
4. Contribución a la Erradicación de la Explotación Sexual Comercial de Personas Menores de Edad en el Municipio de Sosúa	Hazardous Agriculture	Movimiento para el Autodesarrollo Internacional de la Solidaridad (MAIS)	Sosua
5. Programa para proteger a los niños trabajadores y para combatir y eliminar el trabajo infantil en las labores del cultivo de arroz	Hazardous Agriculture	Instituto de Desarrollo de la Economía Asociativa (IDEAC)	San Francisco de Macoris and María Trinidad Sánchez
6. Programa para proteger a los niños trabajadores y para combatir y eliminar el trabajo infantil en las labores del cultivo de arroz	Hazardous Agriculture	Pastoral Social Caritas Diocesana del Obispado de San Francisco de Macorís	San Francisco de Macoris and María Trinidad Sánchez
7. Contribución a la Erradicación de la Explotación Sexual Comercial de Personas Menores de Edad en Las Terrenas-Samana	CSEC	Fundación Azúcar (FUNDAZUCAR)	Las Terrenas-Samana
8. Seguimiento a las Acciones de Prevención y Erradicación del Trabajo Infantil Peligroso en la Agricultura	Hazardous Agriculture	Vision Mundial	Barahona
<b>Trafficking/Smuggling Amendment</b>			
9. Programa de Acción para la Prevención y Erradicación Progresiva de las Peores Formas de Trabajo Infantil en la provincia de San Juan	Hazardous Agriculture/ Trafficking Smuggling	Plan Internacional	San Juan
10. Prevención y Erradicación de las Peores Formas de Trabajo Infantil en 8 bateyes de las provincias Barahona, Batoruco e Independencia	Hazardous Agriculture/ Trafficking Smuggling	Vision Mundial	Barahona
11. Programa de Apoyo a la Erradicación de las Peores Formas de Trabajo Infantil en el Batey Esperanza	Hazardous Agriculture/ Trafficking Smuggling	FUNICOM	San Pedro de Macoris

## Annex 7 Summary of the Methodology of the Impact Studies of Target Groups

### APs included in the ISTG

Region	WFCL	Reason for inclusion
Santo Domingo	UIW	The only AP focusing UIW
Sosua	CSEC	Interesting to study because of the community work that has occurred in the absence of institutional and government presence.
Constanza	Agriculture	The only one that included a preschool component as a preventive measure. Is considered in many circles as a “model” intervention.
San Francisco de Macoris	Agriculture	The largest in terms of number of beneficiaries.
Barahona	Agriculture/trafficking	Working in a border region.

ALEPH was contracted by ILO-IPC to carry out the design and implementation of the Impact Studies of Target Groups (ISTGs). This Study included a quantitative questionnaires applied to a sample of beneficiaries. It was complemented with focus groups discussions and information gathering on external and contextual factors.

In methodological terms, the ISTG was designed taking into account past experiences of ILO with these types of studies and the experience of more than 14 years of ALEPH, S.A in the Dominican Republic and countries in Latin America and the Caribbean.

For the recollection of information, ALEPH used two different questionnaires, one to be applied to beneficiary children and adolescents and another for parents and tutors. In the case of the questionnaire for children and adolescents, there were differences based on the APs in which they were applied. For example, in Santo Domingo they were oriented to identifying UIW. In the case o Sosua the questions were linked to with CSEC; in San Francisco and Constanza, to hazardous agricultural work and the one in Barahona included questions to determine the nationality of the interviewees.

The questionnaires for children were applied to children in all five APs. The parent and tutor questionnaires were applied to a small sample in the AP of Santo Domingo and San Francisco de Macoris. These two AP included also interviews with parents as the AP included services geared specifically to parents.

The questionnaires were divided in the following manner:

- Consent
- Personal identification
- Exposure to the AP
- Programme Services Received
- Personal details (age, sex)
- Current situation
  - Formal Education
  - Non-Formal Education
  - Household Chores
- Situation in the Past
- CSEC (Only in the AP of Sosua)
- Attitudes towards Child Labour

### **Criteria for Sample Selection:**

The team from ALEPH, together with the national and international evaluation consultants and the staff of ILO-IPEC met for three days in Santo Domingo to discuss and decide the principal aspects of the ISTG such as the sampling and the selection of the APs.

The simple of children and adolescents responded criteria of gender and types of interventions., in other words, boys and girls were selected in a proportional manner; and in equal numbers also children that had been prevented and children withdrawn from the WCL.

The criteria used to select the APs:

Size of the AP and numbers of beneficiaries

At least on study in an AP focusing on hazardous agriculture

At least one AP focusing on CSEC

At least one AP focusing on UIW

At least one AP focusing on trafficked/smuggled children

In total, ALEPH gathered information on 437 children and adolescents, distributed in the following manner: 203 (46%) in San Francisco de Macorís; 91 (21%) in Constanza; 54 (12%) in Santo Domingo; 51 (12%) in Barahona; and, 38 (9%) in Sosua. Of the total number of interviewed children, 245 had been prevented and 192 had been children withdrawn from the WFCL. In terms of distribution by gender, the sample included 227 boys and 210 girls.

ALEPH selected a simple of 10 parents/tutors (59%) in the AP of Domingo and 7 in San Francisco de Macorís, for a total of 17 questionnaires for parents. The goal was to gather information of a small sample of parents that were involved in the services related to economic improvement of the household and obtain information on how these services have contributed to an improvement of family income.

Finally the ISTGs included Focus Group Discussions (FGD) with parents, teachers, and school directors, facilitators of the AP and members of the CALs. ALEPH carried out a total of 16 FGDs, four more than what was originally planned. The questionnaires were applied, most often, in the schools and the Salas de Tareas.

To guarantee more efficiency in the information gathering process, ALEPH recruited regional teams to conduct the interviews. ALEPH formed a team of three interviewers for the AP in Sosua; six for the AP in Santo Domingo; five for the AP in Barahona; and four for the study in Constanza.

ALEPH carried out a one day training for the group of interviewers and a two day workshop for the supervisors, who, in addition applied the pilot interviews in Santo Domingo.

The training for the enumerators included:

a review of the objectives of the ISTG;

the process of beneficiary selection;

instructions and practice applying the questionnaire

facilitation techniques to create and maintain rapport with children;

interviewing techniques;

### **Pilot interviews applied to beneficiary children and adolescents in Santo Domingo.**

The methodology designed by ALPEH included a pilot questionnaire applied to twenty two children form the AP in Santo Domingo.

The pilot allowed ALPEH to:

evaluate the capacities of the team;

validate the questions and the capacity level of children to respond to these questions

validate the sequence and flow of the questionnaires

validate the logical coherent between questions;

learn appropriate ways to approach children;

critique the questionnaires;  
Identify other possible responses to questions that had not been contemplated.

### **Tabulation Plan**

The software selected by ALEPH was “Microsoft Access”. ALEPH designed five interrelated data bases for children and one data base for the results from the questionnaires with parents/tutors. This included a total of 98 exit tables. The tables included information by AP and a synthesis of all APs. In addition, 34 exit tables gathered the information from the questionnaires to parents

### **Challenges faced**

The collaboration of the ILO-IPEC office and the implementing partners facilitated the ISTGs and kept problems to a minimum.

Some of the challenges faced during the process of conceptualization, and the implementation of the ISTG were the following:

The list of beneficiaries, which were handed to compile the simples, was oftentimes inconsistent. For example a name would appear twice, some beneficiaries did not have an address

Some of the listings were out of date. When the field team arrived to the communities they could not locate the child as he/she had moved to another locality. .

The geographical distribution of the children in the AP of Francisco de Macorís was widespread. This made information gathering difficult and time consuming.

The coordination between the ILO-IPEC technical staff and the local contacts was, on certain occasions, show. This implied that information on the visit of the ALEPH team was received late and the necessary arrangements for the study also faced setbacks.



## **Annex 9 Institutions Participating in the Formulation of the NSP. March-July 2005**

1. Agriculture Bank (Banco Agrícola)
2. CONANI
3. Ministry of Agriculture
4. Ministry of education
5. Ministry of Culture
6. Ministry of Youth
7. Ministry of Foreign Relations
8. Ministry of Health
9. Ministry of Labor
10. Ministry of Sport, Physical Education and Recreation
11. National Office of Plannification
12. Central Bank
13. Office of the First Lady
14. Institute of Technical-Professional Formation (INFOTEP)
15. Small and Medium Sized Business Program
16. Attorney Generals Office
17. CONEP (Business Sector)
18. CNUS (Trade Unions)
19. Acción Callejera (NGO)
20. ACOPRO (NGO)
21. Aldeas Infantiles SOS (NGO)

## Annex 10 Tables form the Impact Studies of Target Groups

### Types of Services Provided to Beneficiaries

Responses	Santo Domingo		SFM		Sosua		Constanza		Barahona		All APs	
	Absolute Number	%	Absolute Number	%	Absolute Number	%	Absolute Number	%	Absolute Number	%	Absolute Number	%
Sala de tareas	0	0%	0	0%	0	0%	9	9.9%	0	0%	9	2.05%
Uniforms	1	1.9%	55	27.1%	0	0%	0	0%	12	23.5%	68	15.56%
School Supplies	1	1.9%	0	0%	0	0%	0	0%	0	0%	1	0.23%
Technical Formation	4	7.4%	0	0%	0	0%	0	0%	0	0%	4	0.91%
None	1	1.9%	0	0%	0	0%	0	0%	1	2.0%	2	0.46%
Does not remember	0	0%	1	0.5%	0	0%	0	0%	1	2.0%	2	0.46%
Others	0	0%	1	0.5%	0	0%	0	0%	1	2.0%	2	0.46%
No response	0	0%	4	2.0%	0	0%	0	0%	2	3.9%	6	1.37%
Sala de tareas, Uniforms y School Supplies	10	18%	0	0%	0	0%	0	0%	0	0%	10	2.28%
Sala de tareas, Uniforms, School Supplies y Technical Formation	12	22.2%	0	0%	0	0%	0	0%	0	0%	12	2.74%
Sala de tareas, Uniform, School Supplies, Technical Formation and others	4	7.4%	0	0%	0	0%	0	0%	0	0%	4	0.91%
Sala de tareas, Uniform, School Supplies, and Others	2	3.7%	0	0%	0	0%	0	0%	0	0%	2	0.45%
Sala de tareas, Uniforms and Technical Formation	1	1.9%	0	0%	0	0%	0	0%	0	0%	1	0.23%
Sala de tareas and School Supplies	2	3.7%	0	0%	0	0%	47	51.6%	0	0%	49	11.21%
Sala de tareas and Technical Formation	2	3.7%	0	0%	0	0%	0	0%	0	0%	2	0.45%
Sala de tareas and Others	1	1.9%	0	0%	0	0%	2	2.2%	0	0%	3	0.68%
Uniforms and School Supplies	8	14%	8	3.9%	0	0%	0	0%	0	0%	16	3.66%
Uniforms, School Supplies and Technical Formation	3	5.6%	0	0%	0	0%	0	0%	0	0%	3	0.68%
School Supplies, Technical Formation and Others	2	3.7%	0	0%	0	0%	0	0%	0	0%	2	0.46%
Sala de tarea, EPC, School lunch, Uniforms and Medical checkups	0	0%	0	0%	3	7.9%	0	0%	0	0%	3	0.68%
Sala de tarea, EPC, School lunch, Uniforms, Medical checkups and Psychological counseling	0	0%	0	0%	1	2.6%	0	0%	0	0%	1	0.23%
Sala de tarea, EPC, School lunch and Psychological counseling	0	0%	0	0%	1	2.6%	0	0%	0	0%	1	0.23%
Sala de tarea, EPC, School lunch, Psychological counseling and Legal counsel	0	0%	0	0%	3	7.9%	0	0%	0	0%	3	0.68%
Sala de tarea, School lunch, Uniforms	0	0%	0	0%	1	2.6%	0	0%	0	0%	1	0.23%

<b>Medical checkups and Psychological counseling</b>												
Sala de tarea, School lunch, Uniforms, Medical checkups ,Psychological counseling and Legal counsel	0	0%	0	0%	2	5.3%	0	0%	0	0%	2	0.46%
Sala de tarea, School lunch, Uniforms, Medical checkups ,Psychological counseling, Legal counsel and others	0	0%	0	0%	3	7.9%	0	0%	0	0%	3	0.68%
Sala de tarea, School lunch, Uniforms, Medical checkups and Legal counsel	0	0%	0	0%	5	13%	0	0%	0	0%	5	1.14%
Sala de tarea, School lunch, Uniforms, Medical checkups and Others	0	0%	0	0%	1	2.6%	0	0%	0	0%	1	0.23%
Sala de tarea, School lunch and Medical checkups	0	0%	0	0%	3	7.9%	0	0%	0	0%	3	0.68%
Sala de tarea, School lunch and Psychological counseling	0	0%	0	0%	2	5.3%	0	0%	0	0%	2	0.45%
Sala de tarea, School lunch, Medical checkups, Psychological counseling and others	0	0%	0	0%	1	2.62%	0	0%	0	0%	1	0.23%
EPC and School lunch	0	0%	0	0%	1	2.6%	0	0%	0	0%	1	0.23%
EPC, School lunch, Medical checkups and Uniforms	0	0%	0	0%	3	7.9%	0	0%	0	0%	3	0.68%
EPC, School lunch, Medical checkups, Psychological counseling	0	0%	0	0%	1	2.6%	0	0%	0	0%	1	0.23%
Sala de tarea, School lunch, Medical checkups and others	0	0%	0	0%	2	5.3%	0	0%	0	0%	2	0.46%
School lunch and Uniforms	0	0%	0	0%	1	2.6%	0	0%	0	0%	1	0.23%
School lunch, Uniforms and Medical checkups	0	0%	0	0%	1	2.62%	0	0%	0	0%	1	0.23%
School lunch, Medical checkups and others	0	0%	0	0%	2	5.3%	0	0%	0	0%	2	0.46%
Medical checkups, Psychological counseling and Legal counsel	0	0%	0	0%	1	2.6%	0	0%	0	0%	1	0.23%
Uniforms and School Supplies and micronutrients	0	0%	107	52%	0	0%	0	0%	0	0%	107	24.48%
Uniforms and School Supplies, micronutrients and Birth certificate	0	0%	3	1.5%	0	0%	0	0%	0	0%	3	0.68%
Uniforms and School Supplies, micronutrients and others	0	0%	4	2%	0	0%	0	0%	0	0%	4	0.91%
Uniforms, School Supplies and Parasite medicines	0	0%	1	0.5%	0	0%	0	0%	0	0%	1	0.23%
Uniforms, School Supplies and others	0	0%	1	0.5%	0	0%	0	0%	0	0%	1	0.23%
Uniforms and micronutrients	0	0%	5	2.5%	0	0%	0	0%	0	0%	5	1.14%
Uniforms, micronutrients and others	0	0%	1	0.5%	0	0%	0	0%	0	0%	1	0.23%
Uniforms and Parasite medicines	0	0%	1	0.5%	0	0%	0	0%	0	0%	1	0.23%
Uniforms, Parasite medicines and others	0	0%	1	0.5%	0	0%	0	0%	0	0%	1	0.23%
Uniforms and Birth certificate	0	0%	1	0.5%	0	0%	0	0%	0	0%	1	0.23%
School Supplies and micronutrients	0	0%	7	3.4%	0	0%	0	0%	0	0%	7	1.60%
School Supplies, micronutrients, Parasite medicines and others	0	0%	1	0.5%	0	0%	0	0%	0	0%	1	0.23%
School Supplies, micronutrients and others	0	0%	1	0.5%	0	0%	0	0%	0	0%	1	0.23%

Sala de tareas and Preschools	0	0%	0	0%	0	0%	2	2.2%	0	0%	2	0.46%
Sala de tareas, Preschools and School Supplies	0	0%	0	0%	0	0%	2	2.2%	0	0%	2	0.46%
Sala de tareas, School Supplies and others	0	0%	0	0%	0	0%	11	12.1%	0	0%	11	2.52%
Preschools and School Supplies	0	0%	0	0%	0	0%	15	16.5%	0	0%	15	3.43%
Preschools, School Supplies and others	0	0%	0	0%	0	0%	2	2.2%	0	0%	2	0.45%
Preschools and others	0	0%	0	0%	0	0%	1	1.1%	0	0%	1	0.23%
Sala de Tarea and Uniforms	0	0%	0	0%	0	0%	0	0%	5	9.8%	5	1.14%
Sala de tareas, Uniforms and Medical checkup	0	0%	0	0%	0	0%	0	0%	7	13.7%	7	1.60%
Sala de tareas, Uniforms, Medical checkup and Medicines	0	0%	0	0%	0	0%	0	0%	3	5.9%	3	0.69%
Uniforms and Medical checkup	0	0%	0	0%	0	0%	0	0%	1	2.0%	1	0.23%
Uniforms, Medical checkup and Medicines	0	0%	0	0%	0	0%	0	0%	9	17.6%	9	2.05%
Uniforms and Medicines	0	0%	0	0%	0	0%	0	0%	1	2.0%	1	0.23%
Uniforms and Medicines and others	0	0%	0	0%	0	0%	0	0%	2	3.9%	2	0.46%
Uniforms and Training	0	0%	0	0%	0	0%	0	0%	1	2.0%	1	0.23%
Uniforms and Others	0	0%	0	0%	0	0%	0	0%	5	9.8%	5	1.14%
Total	54	100%	203	100.0%	38	100%	91	100%	51	100 %	437	100%

### Educational Level of Child Beneficiaries-All APs.

Responses	Santo Domingo		San Francisco		Sosua		Constanza		Barahona		All APs	
	Absolute number	%	Absolute number	%	Absolute number	%	Absolute number	%	Absolute number	%	Absolute number	%
First grade	4	7.4%	14	6.9%	0	0%	13	14.3%	16	31.4%	47	10.7%
Second grade	3	5.5%	11	5.4%	1	2.6%	5	5.5%	7	13.7%	27	6.1%
Third grade	6	11.1%	8	3.9%	5	13.1%	7	7.7%	6	11.7%	32	7.3%
Fourth grade	11	20.3%	29	14.9%	6	15.9%	23	25.3%	7	13.7%	76	17.4%
Fifth grade	4	7.4%	37	18.2%	6	15.8%	14	15.3%	1	1.9%	62	14.2%
Sixth grade	8	14.8%	24	11.8%	12	31.8%	19	20.9%	1	1.9%	64	14.6%
Seventh grade	6	11.1%	42	20.7%	3	7.9%	5	5.5%	2	3.9%	58	13.3%
Eighth grade	5	9.2%	35	17.2%	1	2.6%	4	4.4%	1	1.9%	46	10.5%
First of Middle School	4	7.4%	0	0%	1	2.6%	0	0%	0	0%	5	1.1%
Second of Middle School		0%	2	1%	0	0%	0	0%	4	7.8%	6	1.3%
No response	3	5.5%	1	0.49%	3	7.9%	1	1.1%	6	11.7%	14	3.2%
Total	54	100%	203	100%	38	100%	91	100%	51	100%	437	100%

### Literacy-All APs

Response	Santo Domingo		San Francisco		Sosua		Constanza		Barahona		All APs	
	Absolute Number	%	Absolute Number	%	Absolute Number	%	Absolute Number	%	Absolute Number	%	Absolute Number	%
Yes	46	85.2%	183	90.1%	31	81.6%	80	87.9%	30	58.8%	370	84.7%
No	1	1.9%	8	3.9%	0	0.0%	2	2.2%	15	29.4%	26	5.9%
A little	7	13%	11	5.4%	7	18.4%	8	8.8%	4	7.8%	37	8.5%
No response	0	0%	1	.5%	0	0.0%	1	1.1%	2	3.9%	4	0.9%
Total	54	100.00%	203	100.00%	38	100.00%	91	100%	51	100%	437	100%

## Changes in Work 2003-2006 in the Five Action Programmes-ISTG

### Work Condition Today and Three Years Ago-Barahona

¿Three years ago were you working?	Total		¿Today (2006) are you working?					
			Yes		No		No response	
	Total #	%	Total #	%	Total #	%	Total #	%
Yes	13	25.5%	9	69.2%	4	30.8%	0	0%
No	33	64.7%	8	24.2%	25	75.8%	0	0%
Does not remember	3	5.9%	2	66.7%	1	33.3%	0	0%
No response	2	3.9%	0	0%	1	50%	1	50%
Total	51	100%	19	37.3%	31	60.8%	1	2.0%

### Work Condition Today and Three Years Ago-Constanza

¿Three years ago were you working?	Total		¿Today (2006) are you working?					
			Yes		No		No response	
	Total #	%	Total #	%	Total #	%	Total #	%
Yes	45	49.5%	11	24.4%	34	75.6%	0	0%
No	44	48.4%	11	25.0%	31	70.5%	2	4.5%
Does not remember	0	0%	0	0%	0	0%	0	0%
No response	2	2.2%	0	0%	2	100%	0	0%
Total	91	100%	22	24.2%	67	73.6%	2	2.2%

### Work Condition Today and Three Years Ago-Sosua

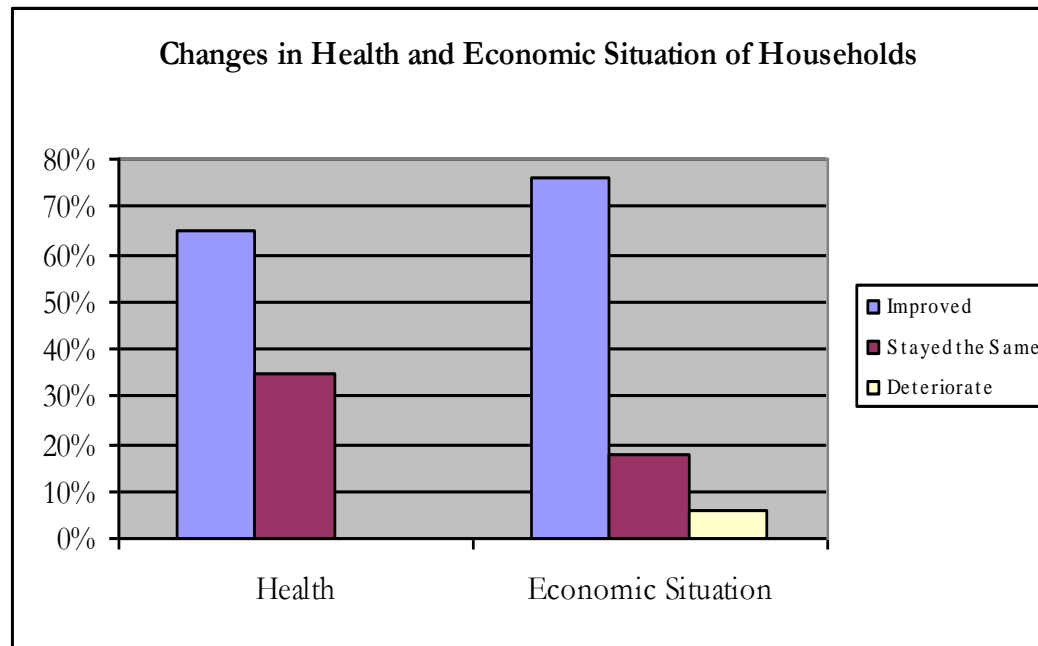
¿Three years ago were you working?	Total		¿Today (2006) are you working?					
			Yes		No		No response	
	Total #	%	Total #	%	Total #	%	Total #	%
Yes	9	23.7%	4	44.4%	5	55.6%	0	0%
No	29	76.3%	7	24.1%	22	75.9%	2	0%
Does not remember	0	0%	0	0%	0	0%	0	0%
No response	0	0%	0	0%	0	0%	0	0%
Total	38	100%	11	28.9%	27	71.1%	0	0%

### Work Conditions Today and Three Years Ago- Santo Domingo

¿Three years ago were you working?	Total		¿Today (2006) are you working?					
			Yes		No		No response	
	Total #	%	Total #	%	Total #	%	Total #	%
Yes	16	29.6%	5	31.3%	11	68.8%	0	0%
No	38	70.4%	7	18.4%	31	81.6%	2	0%
Does not remember	0	0%	0	0%	0	0%	0	0%
No response	0	0%	0	0%	0	0%	0	0%
Total	54	100%	12	22.2%	42	77.8%	0	0%

### Work Conditions Today and Three Years Ago- San Francisco

¿Three years ago were you working?			¿Today (2006) are you working?					
			Yes		No		No response	
	Total	%	Total #	%	Total #	%	Total #	%
<b>Yes</b>	76	37.4%	12	15.8%	63	82.9%	1	1.3%
<b>No</b>	124	61.1%	4	3.2%	120	96.8%	0	0%
<b>Does not remember</b>	1	0.5%	0	0%	1	100%	0	0%
<b>No response</b>	2	1.0%	0	0%	1	50%	1	50%
<b>Total</b>	203	100%	16	7.9%	185	91.1%	2	1.0%



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